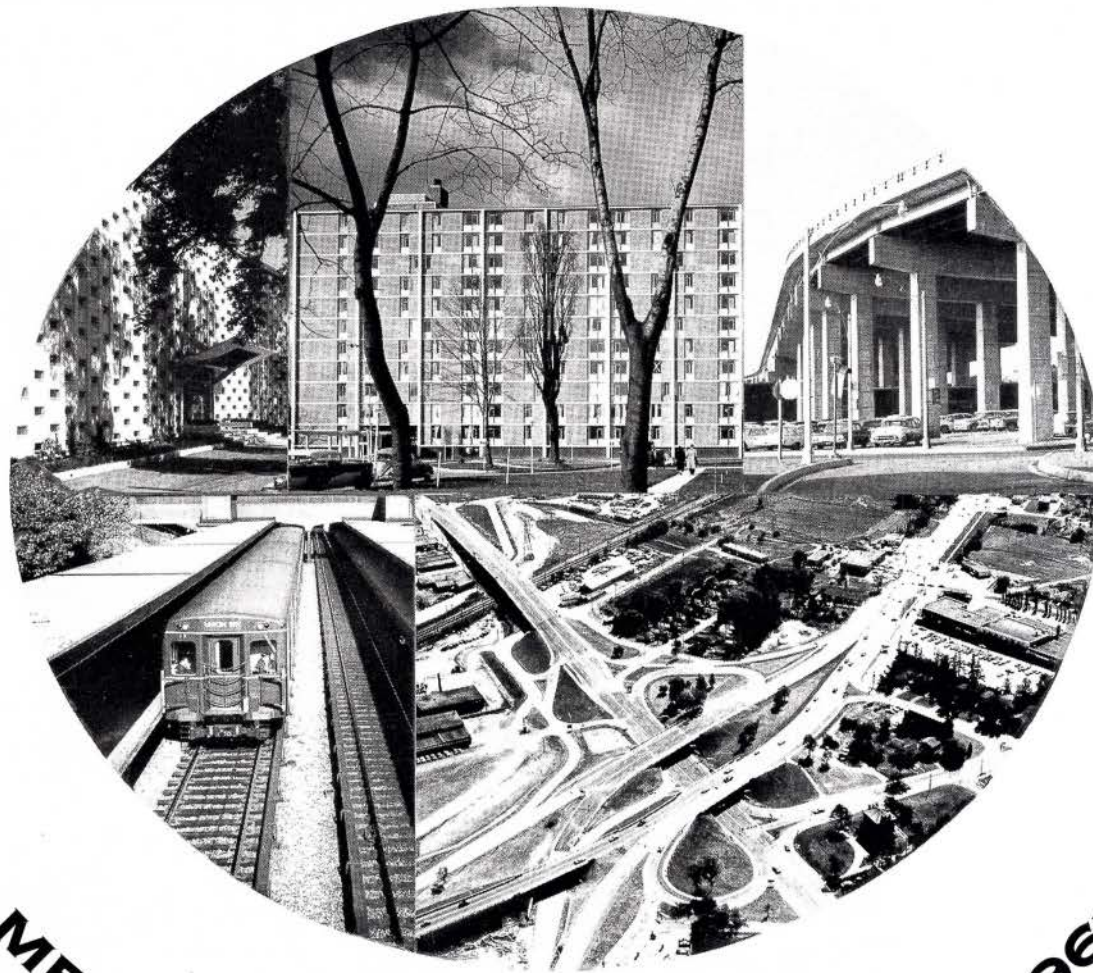


# 10 YEARS OF PROGRESS

METROPOLITAN TORONTO 1953-1963

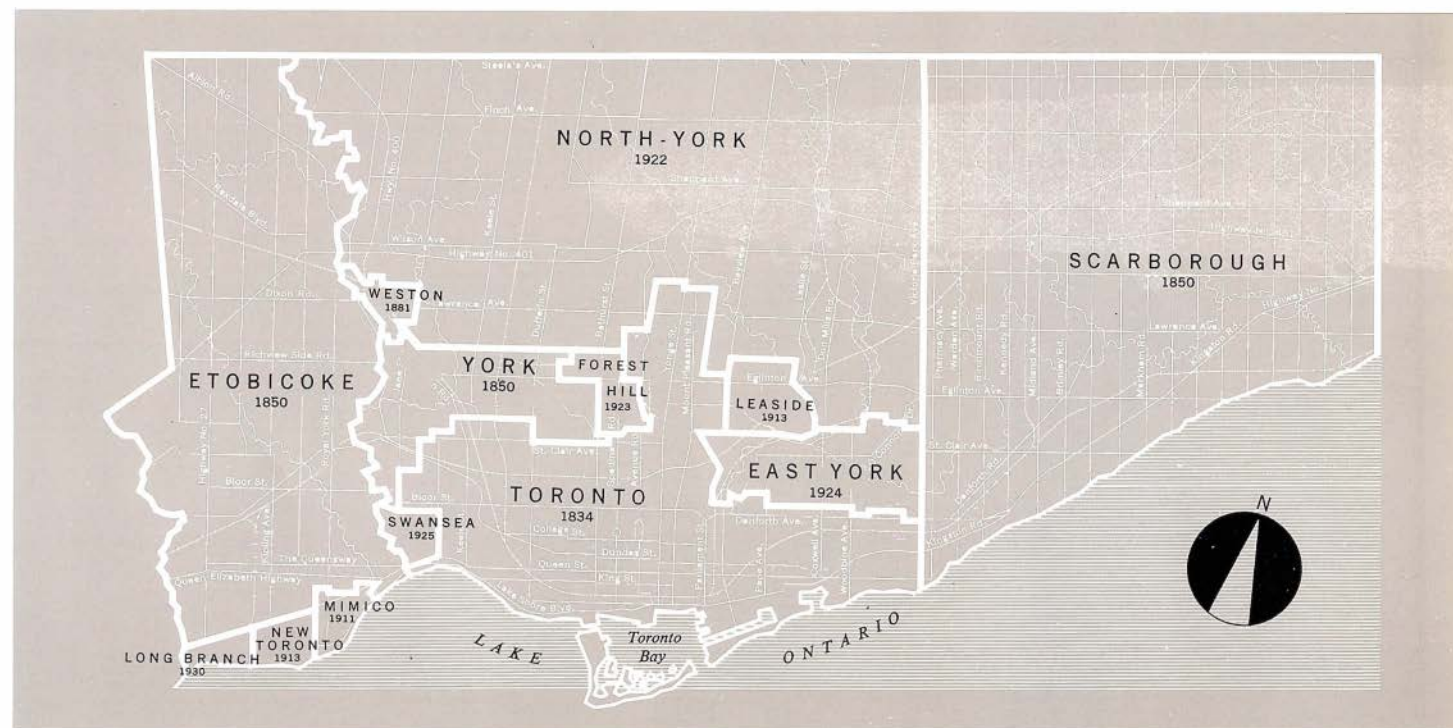




City of Toronto      Township of North York      Township of Scarborough      Township of Etobicoke      Township of York      Township of East York      Village of Forest Hill      Town of Leaside      Town of Mimico      Town of New Toronto      Village of Long Branch      Town of Weston      Village of Swansea

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Printed by Thorn Press Ltd.

# THE MUNICIPALITY OF METROPOLITAN TORONTO 1953-1963



Frederick G. Gardiner, Q.C.  
Chairman  
1953-1961



William R. Allen, Q.C.  
Chairman  
1962-1963

The City of Toronto  
The Township of North York  
The Township of Scarborough  
The Township of Etobicoke  
The Township of York  
The Township of East York  
The Village of Forest Hill  
The Town of Leaside  
The Town of Mimico  
The Town of New Toronto  
The Village of Long Branch  
The Town of Weston  
The Village of Swansea



Incorporated April 15, 1953

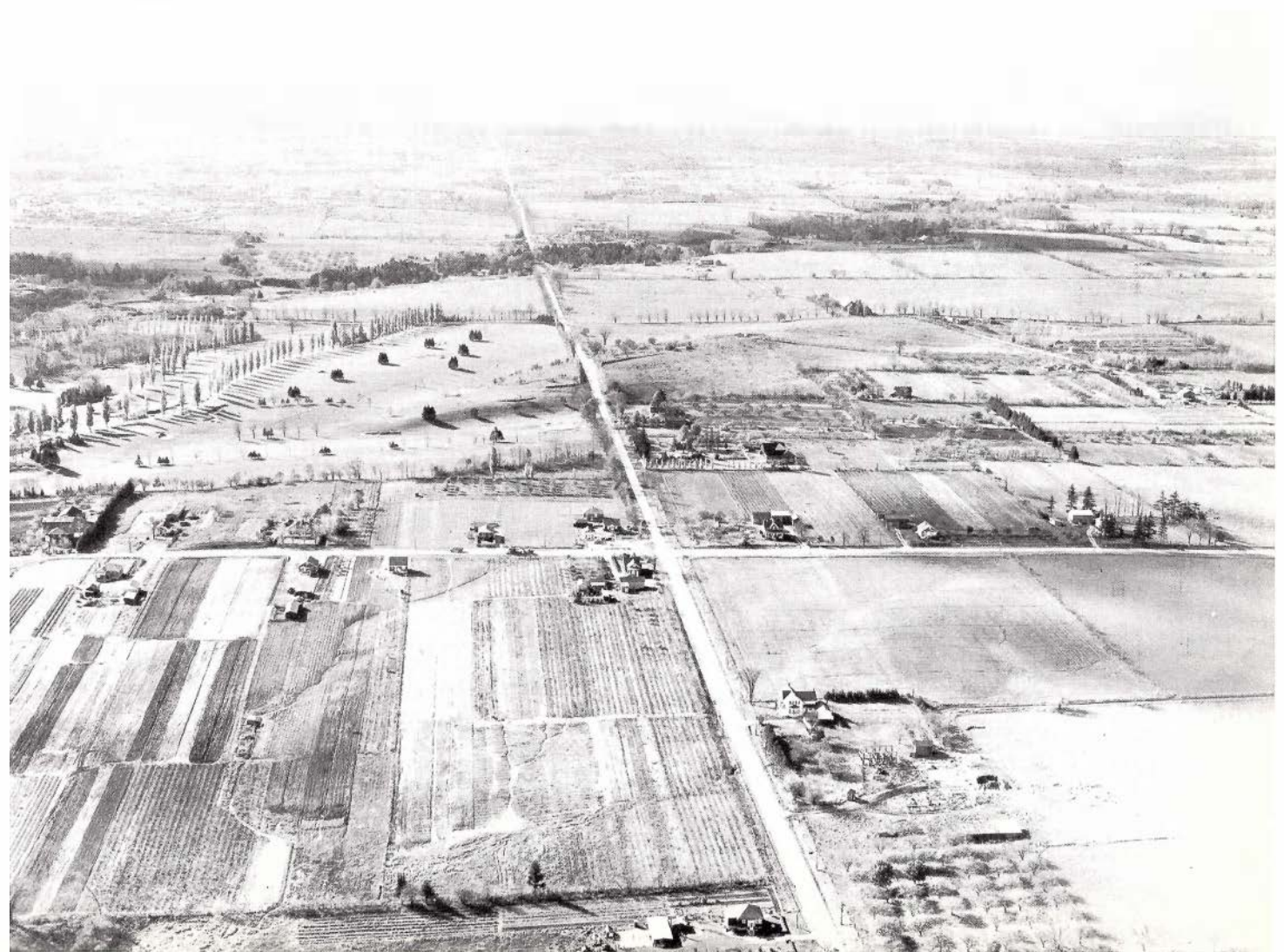
# METROPOLITAN TORONTO TEN YEARS OF PROGRESS

Ten years ago, the Toronto area was the first community in the Western hemisphere to give official political recognition to the metropolitan area as the newest form of urban settlement created by the modern industrial society. Incorporated on April 15, 1953, the Municipality of Metropolitan Toronto is a federation of thirteen separate municipalities which retain their local autonomy and responsibilities while passing over to the Metropolitan Government the responsibility for major regional services. The legislation which established metropolitan government gave the new level of government many responsibilities. While the local municipalities retained their individual identity, the central authority took into its jurisdiction the wholesale supply and purification of water, provision of major storm and sanitary sewers and the control of water pollution, responsibility for basic education costs, public transportation and the major road network, regional planning, administration of the county jail and the lower courts, public housing, regional parks, homes for the aged and the care of indigent hospital patients and neglected children.

Metropolitan Toronto was the child of crisis, which had historical roots reaching back to the creation of the City of Toronto in 1834. At that time the limits of the settlement of York, set up in 1793 on Toronto Bay as a fort and trading post, were enlarged and extended to cover the area built up by pioneers who had pushed north into the County of York. In 1850, the municipal divisions in the southern part of the County were formally incorporated as the Townships of Etobicoke, York and Scarborough.

After its incorporation in 1834, the City of Toronto met the problem of urban expansion on its borders in the traditional manner of North American cities by absorbing the suburbs of the

1953—Lawrence Avenue and Markham Road, Scarborough Township.



1963—Lawrence Avenue and Markham Road,  
Scarborough Township.



day. From 1883 until 1914 there was a pattern of an annexation every two or three years, either of independent municipalities such as Yorkville or West Toronto, or of the urbanized strips of the large rural townships which surrounded the city. The last annexation of an independent municipality took place in 1912 when the Town of North Toronto became Ward 9 of the City of Toronto.

#### **New incorporations**

A policy decision by the Toronto City Council in the 1920's halted this process of gradual and rational amalgamation. As a result of this non-annexation policy, the growth period following the First World War saw a type of political development on its outskirts that was new for the Toronto area. As portions of York and Etobicoke contiguous to the city became urban in character they did not, as formerly, look forward to annexation with the city. Instead, they gained their independence and developed their own municipal structure. By 1930 the present division into the central city, five townships, four towns and three villages was in effect.

The great population move to the cities following the Second World War struck the Toronto area with particular force. Metropolitan Toronto entered this era of postwar population explosion with a municipal structure fragmented by the secession movement between the wars.

#### **Crisis in services**

In the late forties and early fifties many suburban municipalities found it difficult to borrow money at reasonable rates to finance the demands of the new population. In suburbs such as North York, denied physical access to Lake Ontario, the

traditional methods of supplying water from wells, and sewage service by septic tank proved not only incapable of satisfying the growing demand but also dangerous.

The system of inter-municipal agreements for the provision of services, which had proved adequate for the moderate expansion between the wars, broke down under the strain. A notable feature of these inter-municipal agreements was their failure to commit the supplier of the service to any capital expenditure for the expansion of services.

Inability to expand needed municipal services to meet the demands of the growing population created a crisis in local government in the Toronto area. Many solutions were offered. The City of Toronto, reverting to the policy it had effectively abandoned after 1912, requested the Province to amalgamate the city with the nine inner suburbs and the urbanized sections of the three large suburban Townships of North York, Scarborough and Etobicoke. The Town of Mimico, one of the oldest but smallest of the independent municipalities, favoured the city's application but also suggested, as an alternative, creation of a Board of Management to administer many of the basic public services which were inter-municipal in character, including education, fire and police protection, administration of justice, health and welfare, planning, sewage disposal and public utilities including transportation and main highways.

#### **The Cumming report**

The other eleven municipalities in the area opposed both applications in extensive hearings before the Ontario Municipal Board which, under the chairmanship of Lorne R. Cumming, Q.C., took evidence from June of 1950 to June of

Toronto City Hall—opened on May 27, 1899.



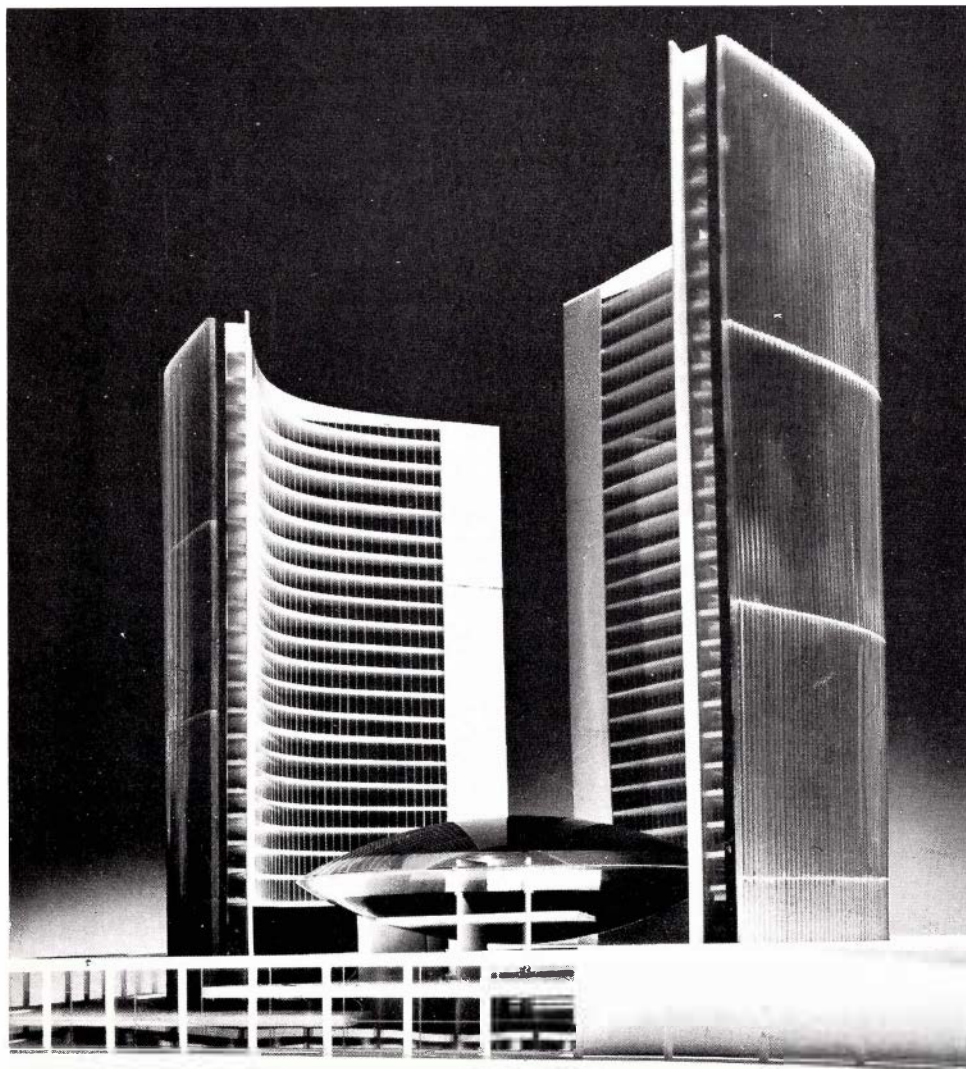
1951, handing down its historic decision on January 20, 1953. The Cumming Report recommended a federal government which would have jurisdiction over matters of common concern to the thirteen members of the federation.

To govern what was to become in financial terms the largest municipality in Canada, the Municipality of Metropolitan Toronto Act, popularly known as "Bill 80", established a Metropolitan Council of 24 members which first met on April 15, 1953 and which assumed its complex jurisdiction in full on January 1, 1954.

The Council is composed of 12 members from the City of Toronto and 12 from the suburbs. All committees of the Council are similarly balanced, with equal representation from the city and from the suburbs as a whole. The members of the Metropolitan Council are not directly elected, but derive their seats on Council by virtue of holding elective office in their own municipalities. The suburban members are the chief elected officers in each of their respective municipalities. The city members include the mayor, the two senior controllers, and the aldermen heading the polls in the nine wards of the city.

As first Chairman of the Metropolitan Council the Provincial government appointed Mr. Frederick G. Gardiner, Q.C., who some years before had been Reeve of the Village of Forest Hill and who had served on a number of inter-municipal planning agencies that had for many years attempted to grapple with the metropolitan problems of the Toronto area. Each year from 1955 to 1961 the Council re-elected Mr. Gardiner as Chairman of Metropolitan Toronto. On his retirement at the end of 1961 he was succeeded by Mr. William R. Allen, Q.C., a former controller of the City of Toronto, who was re-elected as Metropolitan Chairman in 1963.

Model of new City Hall, presently under construction. (Viljo Revell—John B. Parkin Associates, Architects).



### New responsibilities

The legislation which established Metropolitan Toronto gave the new level of government many responsibilities, while maintaining for the thirteen area municipalities their separate identity. Since its formation, the metropolitan government has extended its political jurisdiction, after careful study, into fields which were not covered in the original legislation of 1953. In 1957 the Metropolitan government amalgamated the 13 police forces into one Metropolitan police department, and also assumed jurisdiction over most municipal licensing and over air pollution control. In the same year, after thorough consideration, the Metropolitan Council rejected the unification of the area fire departments into a single Metropolitan fire department. In 1962, the Metropolitan Council took steps leading to the consolidation of all public housing activities under the jurisdiction of the Metropolitan Housing Authority, and began consideration of partial amalgamation of library services on a metropolitan basis.

### Metropolitan progress

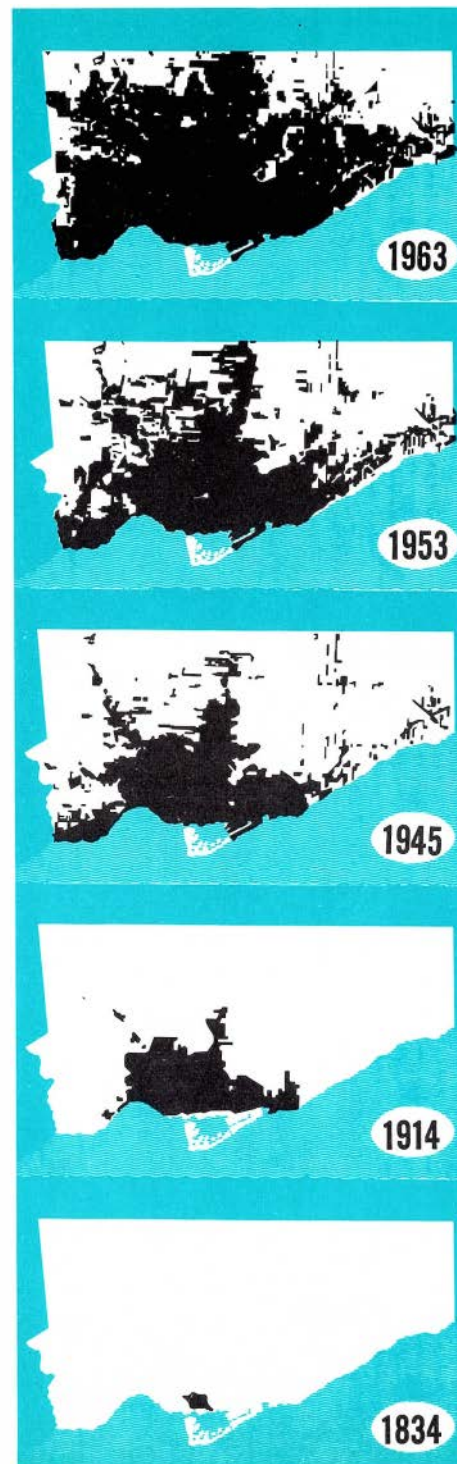
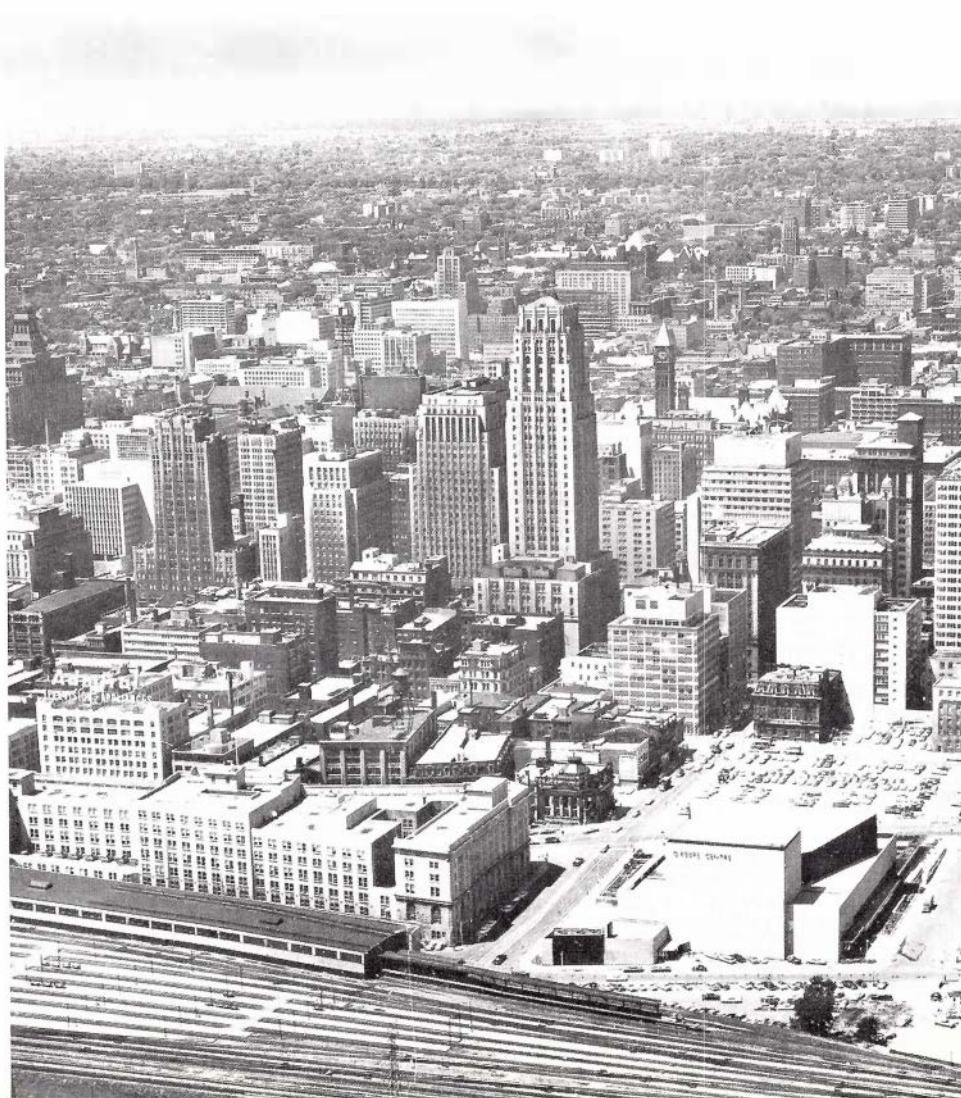
In 1957, a Provincial Commission of Inquiry reported: "It is quite evident that, notwithstanding previous differences and doubts, the experience of the past four years has shown beyond question that the application of the principle of federation was a sound and practical approach to an acceptable and workable solution of the complex problem of providing adequate municipal services in the Toronto Metropolitan Area. It has been shown without question that with the development of a wider understanding of the basic principles of the legislation on the part of the citizens, together with the able and constructive leadership of the Metropolitan Chairman and the persistent and sincere efforts of the elected

representatives, great progress has been made in removing the serious obstacles to the economic growth and development of the area which seemed insurmountable under the former outdated system of rigidly divided jurisdictional areas and an equally rigid and unbalanced distribution of taxable resources."

Progress under Metro has been visible in many different directions. Some of the achievements have been spectacular—virtually complete solution of the water and sewer problems of an area expanding at a rate of 50,000 persons and 5 square miles per year; an integrated transportation system embracing the most advanced forms of public and private transport; an efficient centralized police force; a 5,000-acre regional park system; and a capital school plant providing more than 150,000 new pupil spaces, in the suburbs and replacing the old and obsolete facilities of the inner settled areas. Some of the achievements have been less obvious but equally significant—coordinated and cheaper financing of all public works, both metropolitan and local; a program of expanded welfare services, particularly for the aged, which is among the most advanced in North America; and an effective regional planning program ensuring coordinated development of the metropolitan area and its surrounding fringes.

### The future

While much has been achieved, many problems remain to be solved. The changing nature of the metropolitan problem is perhaps best reflected in the shifting focus of metropolitan concern. Where the emphasis in the first 10 years has of necessity been largely on the basic and essential physical services, that of the next 10 years will be increasingly on social and community welfare. In the



first 10-year capital works program adopted by Metro in 1955, the projected expenditure of \$585 million (exclusive of area municipality expenditures) was allocated on the basis of 76% to roads, sewers and water supply; 21% to education; and only 3% to all of the other services and facilities, such as housing, welfare, conservation and parks, and the administration of justice. The 10-year capital program adopted in 1963, totalling more than \$1 billion (again exclusive of local projects) presents a far different picture: 36% on roads, sewers and water; 28% on education; 30% on public transit; and 6% on the other Metropolitan services.

The form of Metropolitan government is itself subject to change. One of the great advantages of the principle of federation is that it is flexible and may be adjusted to changing conditions when required. The sharp changes in the physical development of the area over the past 10 years have led to increasing concern over the form of political representation and the detail of municipal structure within the federation. Just as Metro was born out of a Provincial Commission of Inquiry, so it enters its second decade with the establishment of a new Provincial study which will review the accomplishments of the past 10 years and assess the problems of the future. On April 18, 1963, the Hon. John P. Robarts, Prime Minister of Ontario, announced that a commission would be established to provide an independent assessment and evaluation of all aspects of the metropolitan federation, and stated: "In the consideration of the entire subject of the government of Metropolitan Toronto it must never be forgotten that, although the present metropolitan government is new, it has, nevertheless, been eminently successful and it greatly affects the lives of one-quarter of the people of this province. The government must, therefore, proceed with care and with full recognition of its responsibility to encourage the evolution of a form of government that will meet the immediate and foreseeable future needs of the people of the area and will, at the same time, fit within the framework of the traditional governmental patterns of our province."

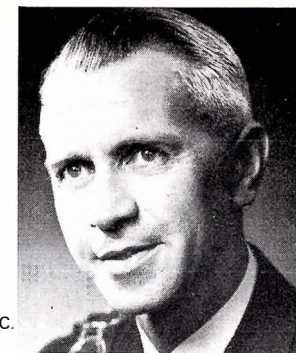
# METROPOLITAN COUNCIL 1963

## Executive Committee

William R. Allen, Chairman  
 Albert M. Campbell  
 Miss True Davidson  
 Philip G. Givens  
 Norman C. Goodhead  
 Allan A. Lamport  
 Donald D. Summerville

## Committee Chairmen

Hugh M. Griggs – Parks and Recreation  
 William L. Archer – Transportation  
 Mrs. May Robinson – Welfare and Housing  
 Donald R. Russell – Works  
 George W. Bull – Special Grants  
 Norman C. Goodhead – Emergency Measures



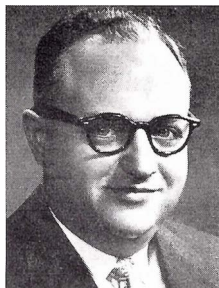
William R. Allen, Q.C.  
Chairman



Donald D. Summerville  
Mayor, City of Toronto



Albert M. Campbell, B.S.A.  
Reeve, Twp. of Scarborough



Philip G. Givens, Q.C.  
Controller, City of Toronto



Norman C. Goodhead  
Reeve, Twp. of North York



Allan A. Lamport  
Controller, City of Toronto



Miss True Davidson  
Reeve, Twp. of East York



Mrs. May Robinson  
Alderman, City of Toronto



Donald R. Russell  
Mayor, Town of N. Toronto



William L. Archer, Q.C.  
Alderman, City of Toronto



Hugh M. Griggs  
Mayor, Town of Mimico



Frederick J. Beavis  
Alderman, City of Toronto



George W. Bull  
Mayor, Town of Weston



Mrs. Mary Temple  
Alderman, City of Toronto



Jack Mould  
Reeve, Township of York



David Rotenberg  
Alderman, City of Toronto



Edwin J. Pivnick  
Reeve, Village of Forest Hill



Thomas A. Wardle  
Alderman, City of Toronto



Mrs. Beth Neelson  
Mayor, Town of Leaside



B. Michael Grayson, Q.C.  
Alderman, City of Toronto



John P. MacBeth  
Reeve, Twp. of Etobicoke



Richard R. Horkins  
Alderman, City of Toronto



Leonard E. Ford  
Reeve, Vil. of Long Branch

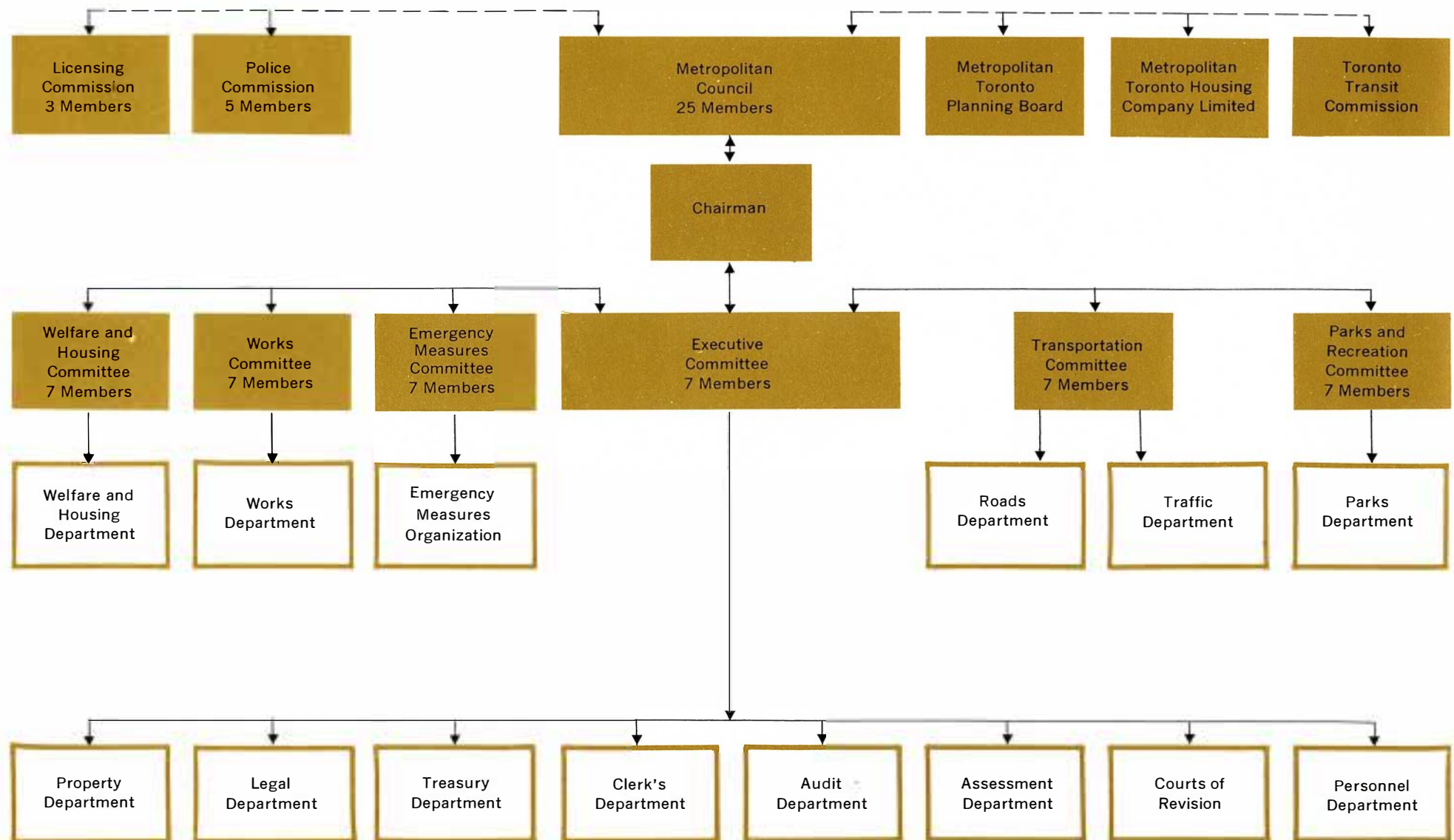


George Ben  
Alderman, City of Toronto



Lucien C. Kurata  
Reeve, Village of Swansea

# METROPOLITAN ORGANIZATION



## DEPARTMENT HEADS



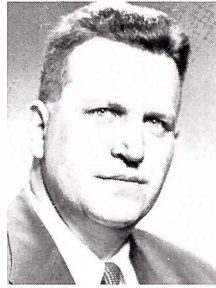
G. A. Lascelles  
Finance Commissioner



A. J. B. Gray  
Assessment Commissioner



C. F. Moore, Q.C.  
Metropolitan Solicitor



R. L. Clark, P.Eng.  
Works Commissioner



G. O. Grant, P.Eng.  
Roads Commissioner



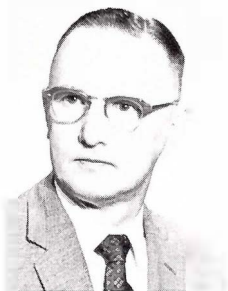
R. J. Smith  
Welfare and Housing  
Commissioner



E. Comay  
Planning Commissioner



W. W. Gardhouse  
Metropolitan Clerk



G. Cuthbertson  
B. Com., C.A.  
Metropolitan Auditor



G. W. Noble  
Personnel Officer



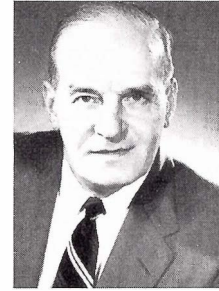
T. W. Thompson  
Parks Commissioner



S. Cass, P.Eng.  
Traffic Engineer



F. D. Cavill  
Property Commissioner



A. G. Cranham  
Coordinating Officer of  
Courts of Revision



J. P. Mackey  
Chief of Police



J. H. Pollard  
Director of Emergency  
Measures Organization

# URBAN DEVELOPMENT

Metropolitan Toronto houses about 9% of the total population of Canada and provides about 11% of the employment of the country, within its 240 square miles. Since 1953 the developed urban land in the community has more than doubled, from 45 to 92 square miles; this increase in the built-up area resulted from the explosive growth in the area's population and economic activity associated with the typical low-density urbanization of the past decade. The population has grown by 450,000, from 1,175,000 in 1953 to the 1962 total of 1,625,000—an increase of about 40%. Of this growth, about 45% was due to natural increase; the remaining 55% stemmed from immigration into the area, with a majority of the migrants coming from abroad. During the last nine years the average population increase has been about 50,000 persons per year, and Toronto has become the principal focus for immigration into Canada.

In this period, the population under 20 years of age increased by more than 75%. The result was a significant change in the population structure of the area: whereas the younger people accounted for no more than 28% of the total population in 1951, they now make up 1/3 of the population. Meanwhile, the population of working age, and the older age groups grew by only 33%. It has been one of the achievements of metropolitan government to have met satisfactorily the great demand for educational facilities and allied needs of a young population.

The number of jobs in the metropolitan area grew by more than 25%, from 570,000 in 1953 to about 725,000 in 1962. The growth of employment reflects the widespread economic base of Metropolitan Toronto. Its harbour handles both lake and oceangoing vessels serving

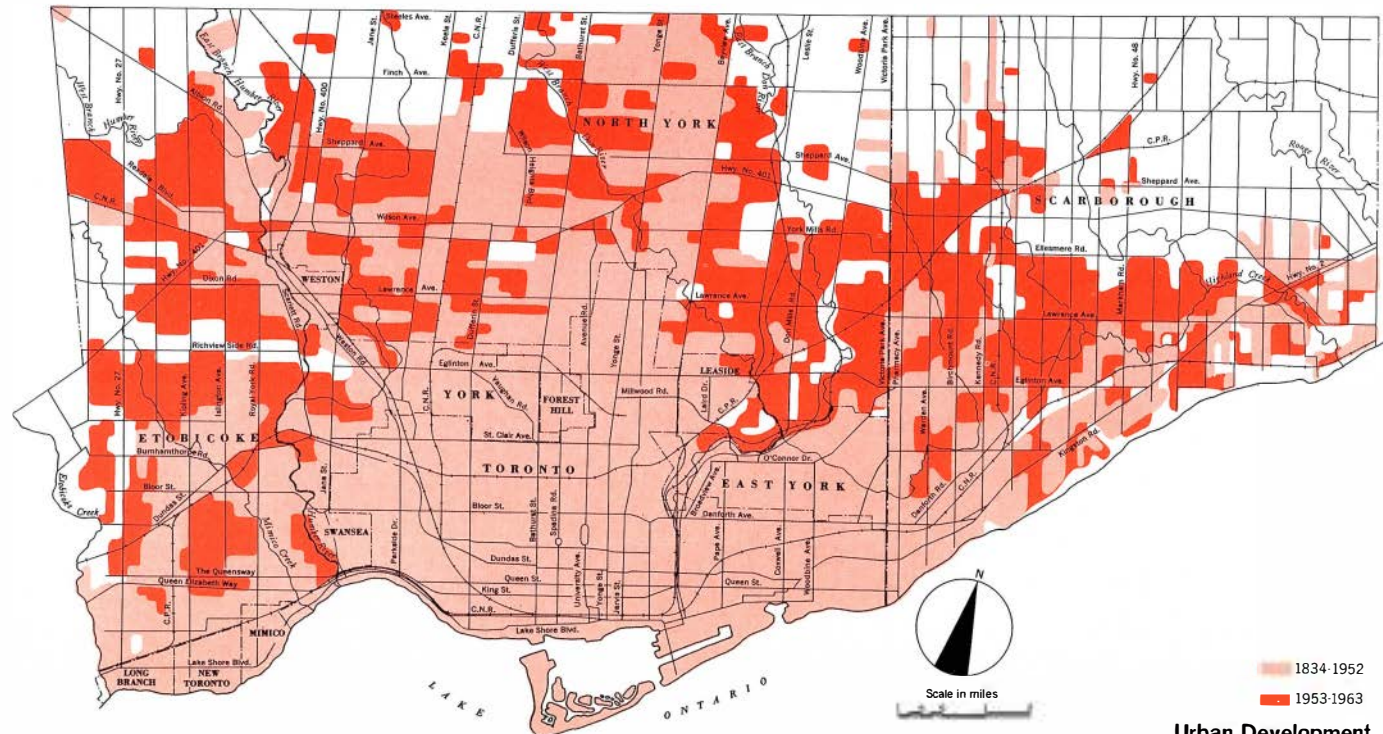
the heartland of Ontario; two airports within easy reach of the central business district, and waterfront and inland railway yards, are evidence of the community's role as a distribution centre; the manufacturing and office sections of the city and the suburbs offer a range of employment opportunities possible only in a large metropolis. As the capital of the Province and the site of several hospitals and two universities, and as a major financial and commercial centre, Metropolitan Toronto provides a continuing magnet for development. Its industries are varied and diversified and represent nearly every form of

secondary industry found in Canada; no one type of employment dominates the economy.

The ample supplies of inexpensive power, the large and varied labour force, and the existence of a sizable market for all types of products make Toronto attractive to new industries and firms, and this attraction increases as the area develops. The recent surge of growth was unparalleled in the history of the area; by 1980 it is forecast that there will be about 2,300,000 people in Metropolitan Toronto and another 1/2 million in the immediate surroundings. Toronto

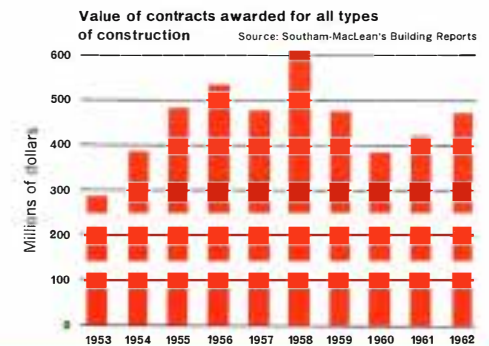
continues to be the focal point of an economically vital area which extends around the head of Lake Ontario and into the surrounding hinterland; that region contains about 1/5 of the total population of Canada and about 1/3 of the purchasing power of the country.

To accommodate growth on this scale, the stock of housing has increased by more than 50% since 1953, with the addition of 160,000 new dwellings to the 1953 housing stock of 285,000 dwellings. From a community of single-family owner-occupied homes—the traditional



picture of Toronto in past decades—the metropolis is now the scene of much rental activity. About 45% of the new units are in single-family detached houses, and about 55% in multiple-family dwellings. The skyline of Toronto is dominated even in suburban areas by apartment structures of varying heights. Many well-designed communities offering a full range of facilities and a wide range of rental and purchase housing are now familiar in Toronto, and constitute valuable additions to the environment by virtue of their high standards of design.

The scale of the development of the past ten years is reflected in the volume of construction contracts, which total more than \$4½ billion for the period, and in the annual rate of development, which has averaged nearly 5 square miles per year. While this new development is expected to continue, the renewal of the older parts of the area is assuming increasing importance; public and private efforts are directed more and more toward replacing and rehabilitating buildings in the central core and the inner residential areas.



Population Growth				Dwellings Completed 1954-1962 Inclusive						
Municipality	1953	1963	% Increase	Municipality	Single Family		Multiple family		Total	
					Number	%	Number	%	Number	%
Toronto	665,502	644,358	—3.2%	Toronto	860	3	24,833	97	25,693	100
North York	110,311	286,446	160.0%	North York	16,258	40	24,369	60	40,627	100
Scarborough	78,803	230,338	192.3%	Scarborough	32,601	74	11,292	26	43,893	100
Etobicoke	70,209	165,001	135.0%	Etobicoke	20,232	75	6,764	25	26,996	100
York	100,463	126,511	25.9%	York	382	5	6,946	95	7,328	100
East York	65,736	71,300	8.5%	East York	271	7	3,816	93	4,087	100
Forest Hill	17,719	21,513	21.4%	Forest Hill	190	9	2,028	91	2,218	100
Leaside	15,910	18,853	18.5%	Leaside	10	1	1,478	99	1,488	100
Mimico	12,301	17,989	46.2%	Mimico	193	7	2,686	93	2,879	100
New Toronto	11,190	12,924	15.5%	New Toronto	75	7	1,047	93	1,122	100
Long Branch	9,140	11,091	21.3%	Long Branch	125	12	950	88	1,075	100
Weston	8,374	9,832	17.4%	Weston	53	6	851	94	904	100
Swansea	8,344	9,249	10.8%	Swansea	112	15	659	85	771	100
Metropolitan Toronto	1,174,002	1,625,405	38.4%	Metropolitan Toronto	71,362	45	87,719	55	159,081	100

Islington Avenue at West Branch of Humber River,  
Etobicoke Township.  
Top—1954  
Below—1963

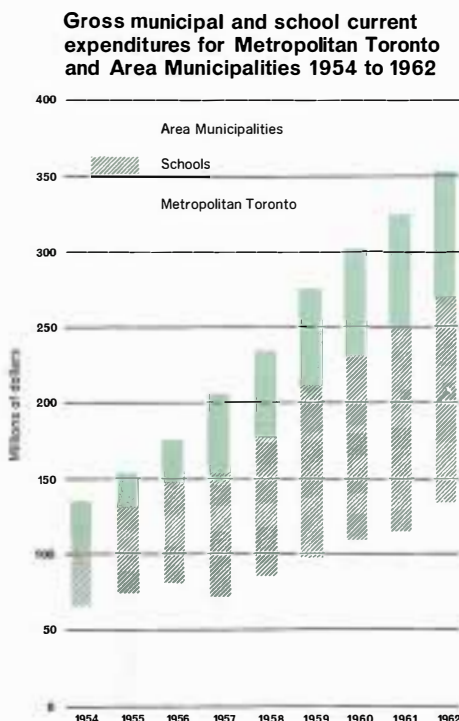


### Residential Subdivision Activity, 1953-1962

Year	Proposed		Approved		Registered	
	Plans	Lots	Plans	Lots	Plans	Lots
1953 - 4	332	33,654	145	12,086	76	7,386
1955	368	33,094	209	16,349	173	13,224
1956	270	34,340	199	17,189	243	14,609
1957	96	6,806	82	5,965	87	3,957
1958	154	9,890	126	8,776	129	12,342
1959	218	30,558	164	16,511	111	9,289
1960	124	9,305	107	8,328	99	8,617
1961	70	9,271	90	4,690	81	5,146
1962	53	3,810	50	4,552	88	7,438
<b>Total</b>	<b>1,685</b>	<b>170,728</b>	<b>1,172</b>	<b>94,446</b>	<b>1,087</b>	<b>82,008</b>

The Metropolitan Toronto community has solved its major servicing problems by pooling the financial resources of the area municipalities; this financial achievement is the essence of the metropolitan federation. It has provided the funds which have enabled the community to grapple successfully with the problems created by years of rapid growth.

To carry out its functions and provide services on a metropolitan level, the Metropolitan Corporation annually levies from the 13 constituent municipalities the required funds, on the basis of



each municipality's share of the total assessment. The Metropolitan Corporation has no power to collect taxes directly; the metropolitan levy, and those of the metropolitan and local school boards, are included in the local tax bill and collected by each municipality. Conversely, the local municipalities do not have the power to borrow money directly; their requirements for debenture financing are submitted to the Metropolitan Council, which determines how much money can be borrowed for local purposes each year and the proportion to be allocated to each municipality. All debentures are issued by the Metropolitan Corporation, which borrows money on its own account and on behalf of the area municipalities, the school boards, and the Toronto Transit Commission and area Hydro systems. The result is that local municipalities no longer face the risks of the money market alone, or shoulder by themselves the burden of major intermunicipal projects.

Since the inception of Metro, gross current expenditures have risen by 160% and now total more than \$350 million per year. Of this amount, 42% is devoted to school purposes, about 35% is spent by the area municipalities, and 23% by the Metropolitan Corporation. Metropolitan expenditures have more than tripled in this period, while local expenditures have increased by only one-half; this reflects the increase in metropolitan responsibilities and the increasing debt load for major metropolitan projects. In the period between 1954 and 1962, total current expenditures for all purposes totalled around \$2 billion.

Over this period, capital expenditures based on borrowing, current funds, Provincial grants and other sources, totalled about \$1 billion. Gross debt for all purposes has risen from \$237 million to \$783 million, an increase of 230%.

Outstanding net debt, which stood at \$136 million in January 1954, now amounts to about \$525 million. Of this amount, 36% is for school purposes, 34% for local purposes, and 30% for metropolitan purposes. Again, the greatest increase has been in debt for metropolitan purposes, which has grown by more than 600%; this also reflects the crucial importance of major metropolitan projects in the financial affairs of the community.

Over 70% of municipal revenues in the metropolitan area come from property taxation; these

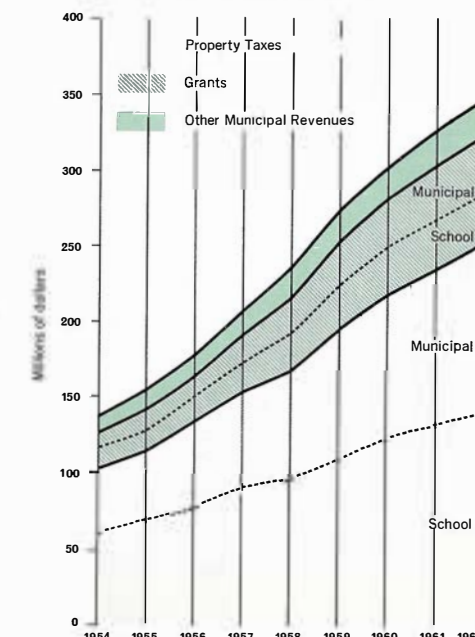
are supplemented by a complex pattern of Provincial grants and revenues from the water systems, which are required by law to be self-sustaining. Capital expenditures of the Metropolitan Corporation are projected in a 10-year program which is reviewed annually. Despite the very high credit rating which the Corporation possesses, it has found it prudent to limit its debenture approvals to about \$100 million per year; this amount is supplemented by a 2-mill levy out of current taxation for general capital purposes and a 1-mill levy for school building purposes.

## Outstanding Net Debt

(In millions of dollars)

Purpose	Jan. 1, 1954	Dec. 31, 1962	Increase
<b>Metro</b>	\$21.9	\$157.7	620%
<b>Local</b>	\$63.1	\$178.5	185%
<b>Schools</b>	\$51.5	\$188.6	265%
	<b>\$136.5</b>	<b>\$524.8</b>	<b>285%</b>

## Municipal and school revenues for Metropolitan Toronto and Area Municipalities 1954 to 1962



# ASSESSMENT

The overall financing powers for the federation which empower Metro to levy for its needs from the local municipalities rest on a uniform basis of assessment. To achieve this, the various local assessment departments were replaced in January 1954 by a single assessment department for the metropolitan area. The Metropolitan Assessment Commissioner was deemed to be the assessor for all of the 13 municipalities and his department was initially required to re-assess all the properties on a common standard across the total metropolitan area. The Metropolitan Assessor is required to maintain this equalized

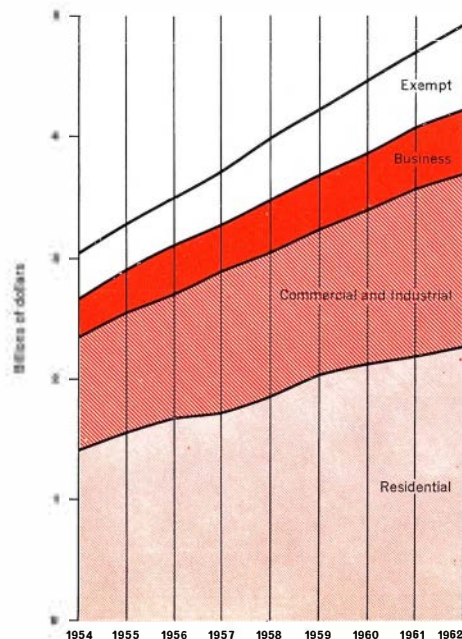
assessment of all properties and to provide for the addition to the tax rolls of the many new residences, offices and industrial developments. All properties are checked annually, and information gathered for the voters' lists, for the apportionment of school taxes, and for the adjustment and levying of business taxes.

The essential task of reassessment of the real property of the area was carried out from 1954 onward and was completed in 1957. In each of the area municipalities a court of revision exists to which the property owner may appeal his individual assessment and seek an adjustment of the valuation. The Metropolitan Coordinating Officer of the Courts of Revision supervises the establishment and operation of the Courts of Revision for the area municipalities to ensure that similar principles are applied in all cases.

In the first 8 years of metropolitan government the taxable assessment increased annually at an average figure of \$195 million. In 1954 total assessment was \$2,662 million and by 1962 this had increased by nearly 60% to \$4,220 million. The great building activity accompanying the substantial population increase has produced corresponding industrial and commercial growth. Between 1954 and the end of 1962 residential assessment grew by \$856 million, industrial and commercial assessment by \$510 million, and business assessment by \$192 million.

Tax-exempt development has also grown considerably, to an approximate value of \$350 million. This represents development on the part of the Federal, Provincial, and municipal levels of government, schools, colleges, churches, and charitable organizations. The Federal and Provincial properties pay certain grants in lieu of

**Components of assessment  
1954 to 1963**



## Buildings Assessed

	1957	1962	Increase
<b>Residential Dwelling Units</b>	<b>357,350</b>	<b>444,915</b>	<b>24.5%</b>
Single family	271,353	310,308	14.4
Apartments	51,430	95,874	86.4
Other multiples	17,493	22,412	28.1
Apartments over stores	17,074	16,321	-4.6
<b>Commercial/Industrial</b>	<b>22,275</b>	<b>25,017</b>	<b>12.3%</b>
Stores	13,614	14,864	9.2
Factories and warehouses	4,541	5,674	25.0
Banks and office buildings	1,083	1,242	14.7
Licensed garages and service stations	1,463	1,669	14.1
Others	1,574	1,568	-0.4
<b>Public and Institutional</b>	<b>2,285</b>	<b>2,779</b>	<b>21.6%</b>
Churches and religious buildings	830	910	9.6
Colleges and schools	518	665	28.4
Municipal government	459	566	23.3
Public utilities	333	444	33.3
Other institutions	145	194	33.8
<b>Unclassified</b>	<b>2,017</b>	<b>1,618</b>	<b>-24.7%</b>

The major portion of revenues to the area municipalities derive from the real property tax and the business tax levied as a percentage of the assessed value of real property. Local municipalities collect for both their own and metropolitan requirements on the basis of the equalized metropolitan assessment.

1962														
Assessment in \$ millions	\$1,995.2	\$716.7	\$498.5	\$448.9	\$226.8	\$127.4	\$76.4	\$71.8	\$43.8	\$35.0	\$25.8	\$24.4	\$19.9	
Percent of Metro	17.1%	17.0%	11.8%	10.6%	5.4%	3.0%	1.8%	1.7%	1.0%	0.8%	0.6%	0.6%	0.5%	
Per capita	\$2907	\$2502	\$3021	\$1949	\$1792	\$1787	\$4052	\$3364	\$3389	\$1947	\$2624	\$2526	\$1794	
Percent non-residential	62%	31%	42%	33%	31%	23%	49%	9%	71%	24%	46%	23%	35%	
	Toronto	North York	Etobicoke	Scarborough	York	East York	Leaside	Forest Hill	New Toronto	Mimico	Weston	Swansea	Long Branch	
1954														
Assessment in \$ millions	\$1,544.0	\$357.9	\$197.6	\$174.0	\$169.4	\$99.7	\$59.2	\$54.9	\$34.1	\$20.6	\$18.6	\$18.5	\$13.7	
Percent of Metro	58.0%	17.3%	7.4%	6.5%	6.4%	3.7%	2.2%	2.1%	1.3%	0.8%	0.7%	0.7%	0.5%	
Per capita	\$2262	\$1969	\$2380	\$1815	\$1696	\$1445	\$3481	\$2969	\$3046	\$1673	\$2190	\$2122	\$1472	
Percent non-residential	61%	20%	29%	28%	32%	22%	57%	10%	72%	25%	47%	23%	41%	
Metropolitan Toronto 1954      1962 Assessment in \$ millions      \$2,662.2      \$4,219.6 Per capita      \$2125      \$2596 Percent non-residential      47%      46%														

# PLANNING



Wm. A. Harris  
Chairman



C. J. Laurin  
Vice Chairman

The Metropolitan Toronto Planning Board carries out perhaps the most advanced regional planning program in Ontario. The control of development in the surrounding area was considered to be of such importance that the Province in 1953 established the Metropolitan Toronto Planning Area, covering 720 square miles and comprising the 13 municipalities in Metropolitan Toronto and the 13 surrounding municipalities.

Possibly the most important achievement of the Board was the completion in 1960 of the draft Official Plan for the whole area which provides a framework for the establishment of area-wide services and local development programs. The draft Official Plan co-ordinates the public and private policies affecting development in the Planning Area and is based on a continuing survey of the physical, social and economic factors affecting the growth of the region. It estimates development patterns and trends to 1980 and outlines the basic requirements to accommodate this development. The plan is directed toward a balanced distribution of employment throughout the area, and emphasizes the use of river valleys and the lake-

front for recreation purposes and the provision of an integrated system of public and private transportation. The local Official Plans provide for a greater detail of development within the general concepts of the Metropolitan Plan, and allow the local Planning Boards and Councils to express the individuality of the local areas. In the past ten years 20 of the 26 metropolitan and fringe municipalities have adopted Official Plans of their own, or refined the plans previously in existence. The draft Metropolitan Official Plan has been thoroughly reviewed with the local municipalities and is now being re-written in statutory form for consideration by the metropolitan and area municipality Councils.

The Metropolitan Planning Board acts in an advisory capacity to the Metropolitan Council, and the services of its technical staff are made available to the local municipalities, both to deal with specific problems and to assist them in developing their own overall plans. In conjunction with the local municipalities the Board advises the Minister of Municipal Affairs and the Ontario Municipal Board on new plans of subdivision and zoning by-laws, and makes recommendations to the Metropolitan Council on the

## Metropolitan Toronto Planning Board Members

### Appointed at Large:

J. H. Cavanagh  
W. A. Harris  
S. Hermant  
C. J. Laurin  
D. B. Mansur  
W. G. Messer  
H. E. Mole  
E. T. Parkin  
Mrs. R. H. Scrivener

### Metropolitan Council:

W. R. Allen, Q.C.  
W. L. Archer, Q.C.  
Miss T. Davidson  
H. M. Griggs  
Mrs. May Robinson  
D. R. Russell  
D. D. Summerville  
J. Mould (alternate)  
D. Rotenberg (alternate)

### Fringe Municipalities:

V. Griffin (Northeast District)  
R. A. Kirk (Northwest District)  
E. Smyth (East District)  
R. W. Speck (West District)

### Metropolitan School Board:

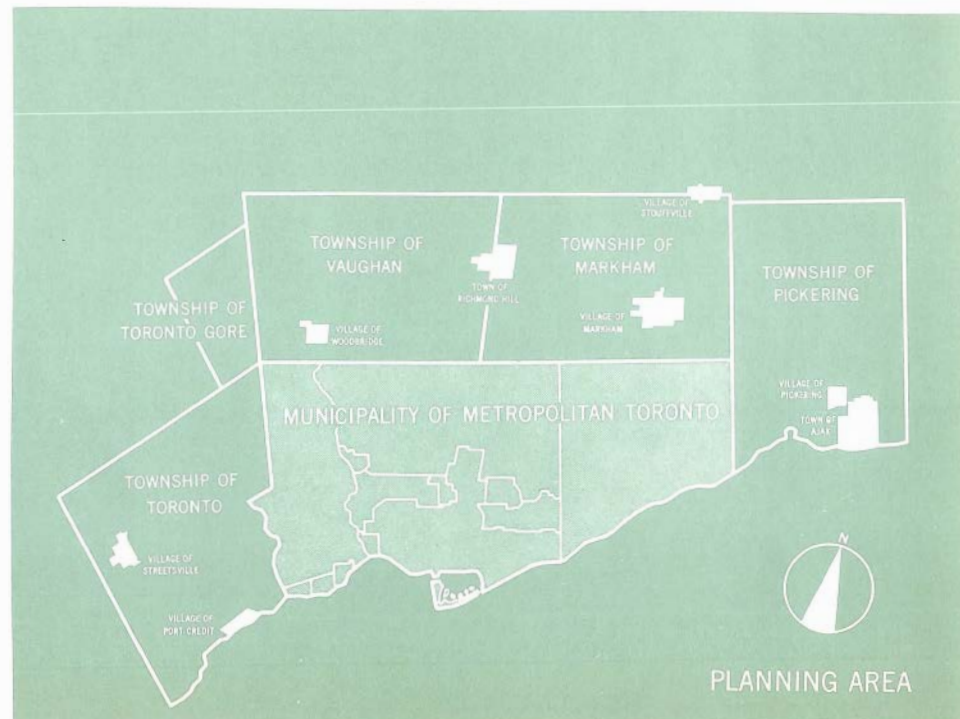
W. Stainsby  
R. D. G. Stanbury

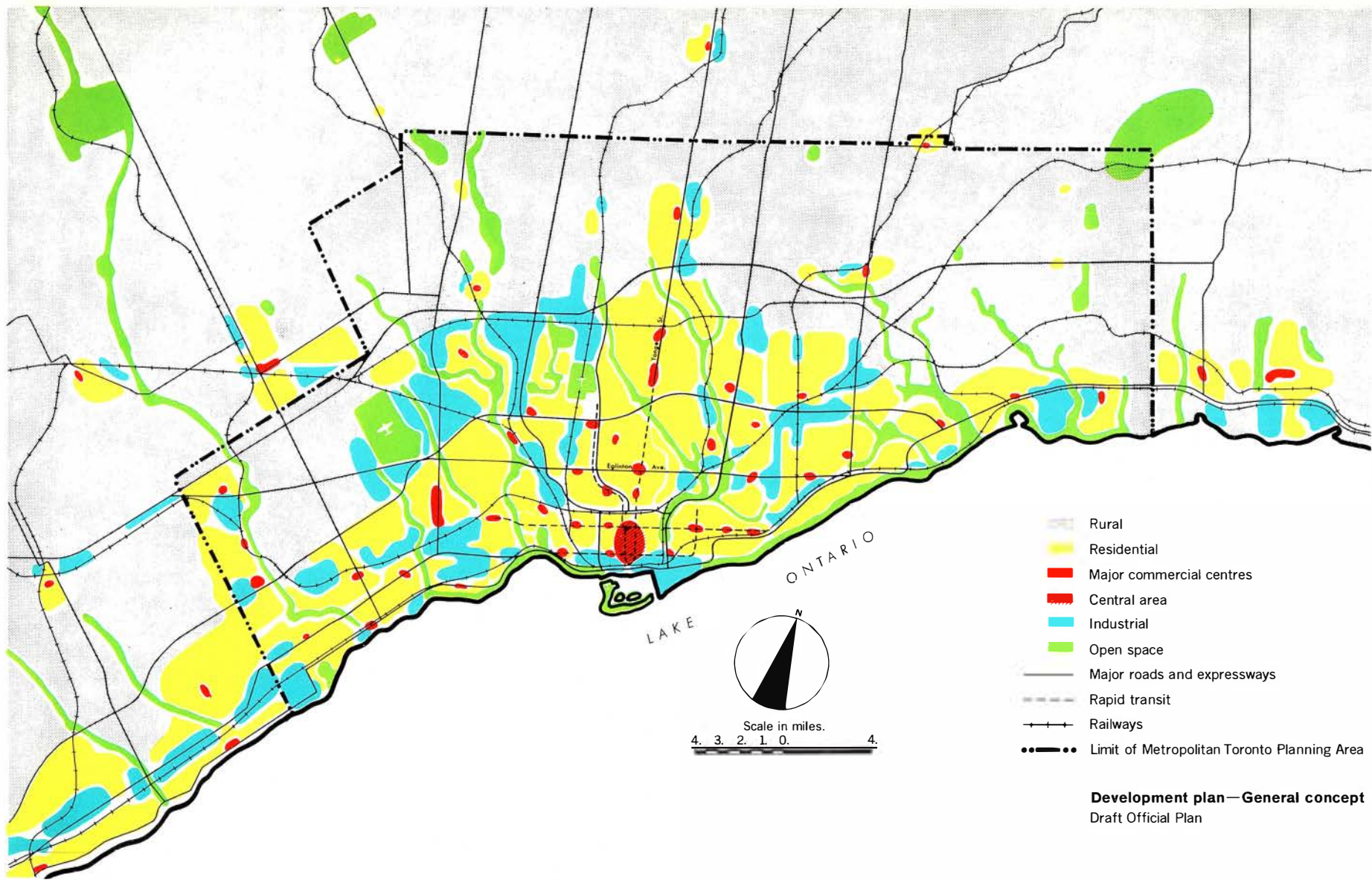
### Separate School Board:

G. B. Heenan

### Toronto Transit Commission:

R. C. Day





location and design of major roads, transit facilities and the timing of sewer and water facilities and other major public works.

Zoning by-laws, which govern the details of development, remain a local responsibility within the basic outline of the overall structure and growth pattern established for the area. All of the local municipalities in the Planning Area exercise some form of zoning control, and all but five now have comprehensive zoning by-laws.

The sweeping changes in the environment of Toronto over the past decade have been based to a considerable extent on the exercise of planning control and guidance. The operation of the 2-level planning process, like the metropolitan federation itself, has attracted attention throughout the world. Metropolitan Toronto stands as one of the few areas in North America which carries on effective metropolitan planning.



# CONSERVATION



Dr. G. R. Lord, P.Eng.  
Chairman



W. C. Davidson, Q.C.  
Vice-Chairman



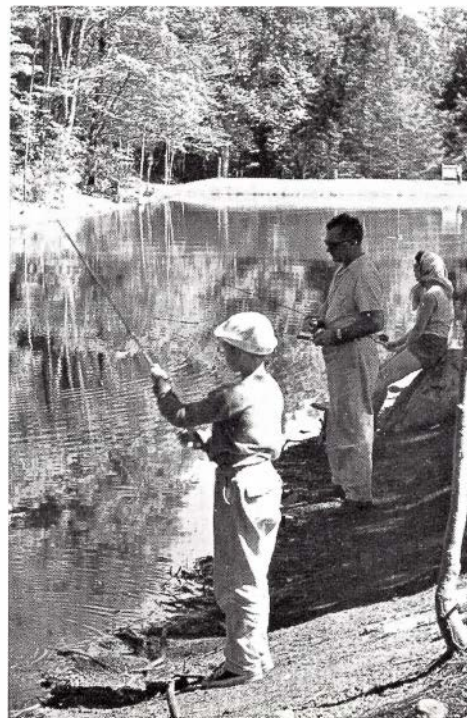
F. L. Lunn  
Secretary-Treasurer



K. G. Higgs, R.P.F.  
Director of Operations

Good conservation practices necessarily affect a much wider area than Metropolitan Toronto, and in 1957 the legislation allowing the formation of regional conservation authorities was used to amalgamate 4 existing bodies to form the new Metropolitan Toronto and Region Conservation Authority. This body is responsible for carrying out a comprehensive program to conserve the natural resources of a 1,000-square-mile area which contains 1/10 of the population of Canada.

The Conservation Authority is not an arm of metropolitan government but a separate and distinct body which covers 22 municipalities in addition to Metropolitan Toronto. Its members are appointed by the Councils of the constituent municipalities. Its drainage areas include the watersheds of the Etobicoke, Mimico, Humber, Don, Highland, Rouge, Petticoat, Duffin and Carruther's Creeks. The area covered extends from Long Branch at the mouth of the Etobicoke Creek, northwest into Dufferin County at the headwaters of the Humber, eastward into Uxbridge Township, and south to Ajax at the mouth of Carruther's Creek.



## Executive:

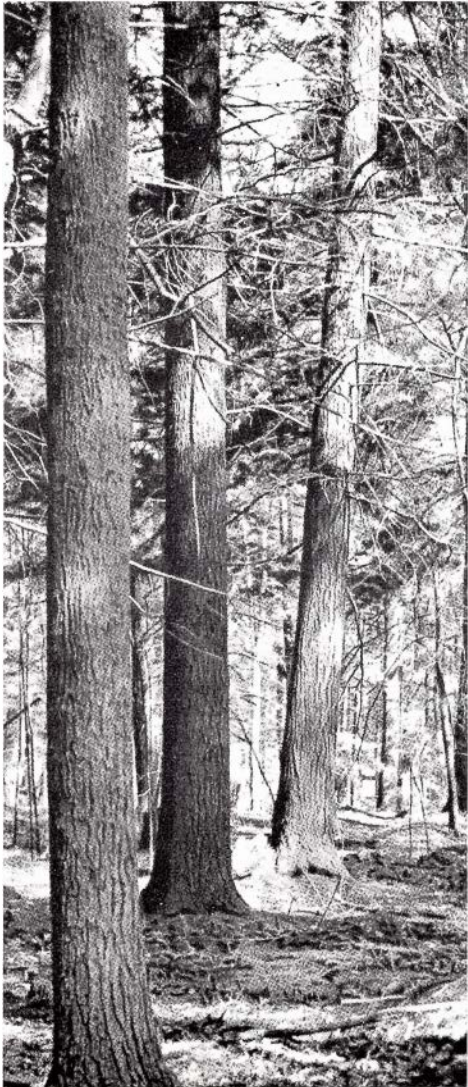
Dr. G. Ross Lord, P.Eng.  
W. C. Davidson, Q.C.  
Mrs. J. A. Gardner  
Mrs. Dorothy Hague  
R. G. Henderson  
H. S. Honsberger  
R. L. Nesbitt  
C. R. Purcell  
C. Sauriol  
V. Vignale  
F. A. Wade

The Authority's work includes soil and forest conservation, water control and conservation, fish and wildlife work, recreational projects and public education, and has recently been extended to the establishment of a Conservation School in the Albion Hills. By agreement with Metropolitan Toronto, flood plain lands acquired by the Authority for water control purposes inside the metropolitan boundary are taken over by the Metropolitan Parks Department for development and maintenance as public parks. Close cooperation is exercised by the local municipalities which have enacted by-laws to prevent the

erection of buildings in floodable valley lands, and the filling of valley lands is controlled by the Authority under Provincial regulations.

The principal achievement of the Authority was the adoption in 1960 of a \$38 million plan for Flood Control and Water Conservation, financed jointly by the Federal, Provincial, and municipal governments. This involves 13 multiple-purpose dams, various channel improvements, and the acquisition of 7,500 acres of flood plain land. A sizeable proportion of this work is already underway. Many flood-



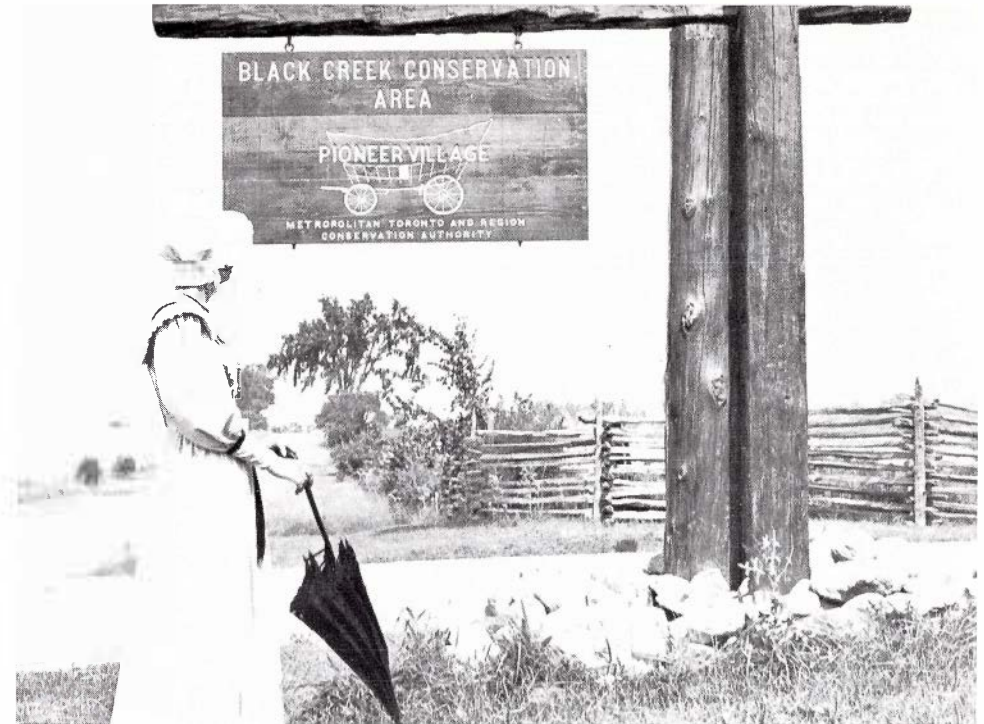


vulnerable homes have been removed and extensive parklands created, and the work will proceed over a 10-year period. A comprehensive flood warning system has been established and a flood forecasting system is in operation.

Basic to the whole program is the soil and forest conservation work. With the advice and financial assistance of the Provincial Department of Lands and Forests, eleven Conservation Areas have been created; the intensive use of the recreational facilities in the active areas is reflected in the total of 886,000 persons who visited the Conservation Areas in 1962, as compared with 126,000 in the initial year of 1957.

In the Black Creek, abutting the new campus of York University, a Pioneer Village has been set up to preserve a record of the historically significant buildings and activities of a past era. Reforestation of many sites has been carried out on land purchased with Provincial aid. Assistance in forest management is given to private landowners and there is a Dutch Elm disease control program and one for farm tree replacement. Soil conservation is assisted by helping farmers with tile drainage, grassed waterways, and farm ponds. The fish and wild life management program includes growing of special plants, management of waterways and lakes for the production of game fish for public fishing, and the protection of flora and fauna in general.

In carrying out its schemes the Conservation Authority has already acquired a total of 12,000 acres of land for conservation purposes.



## PARKS AND RECREATION

In 1953, outside of High Park and the Toronto Islands, there were no major regional parks suited to the needs of the area-wide population. The City of Toronto park system had been undergoing intense development for about ten years prior to the formation of the Metropolitan Corporation, and comprised a total of nearly 2,300 acres in 1953. Some of the older municipalities had fairly satisfactory park systems and recreational programs, but there was no possibility for the new and rapidly growing areas to provide for regional park needs from an already strained financial base. To satisfy the need for regional parks, the Metropolitan Parks Department was established in 1955. Since its inception, it has assembled and developed a metropolitan park system which now comprises more than 4,800 acres, based largely on the waterfront and the main ravines and river valleys which are the distinctive topographic feature of the metropolitan area.

Some of the results are spectacular, while others are less noticeably apparent. Where houses stood on stilts at the mouth of the Etobicoke Creek, in Long Branch, there is now the 52-acre Marie Curtis Park. In 1956, 80 houses were removed from the Humber Valley for a new sewage disposal plant and an 80-acre park created surrounding it; in the process a golf course was also removed and replaced up-stream by the Metropolitan Humber Valley Golf Course. On undeveloped parklands assumed from the City of Toronto, the Metropolitan Parks Department established the Don Valley Golf Course. In 1955, ownership of the Toronto Islands was conveyed to Metro by the City of Toronto, and the development of the 575-acre Toronto Island Park initiated.

Through the Conservation Authority about 2,500 acres of flood plain land have been acquired and are being developed as parks. In cooperation with Etobicoke and North York, the James Gardens and Edwards Gardens were acquired as horticultural exhibits. Centre Island is now a fully-serviced picnic and recreation area and park development is proceeding at Hanlan's Point and other sections of Toronto Islands. Five major valley parks are presently under development: Etienne Brulé Park in the Humber Valley, Highland Creek Park, Wilket Creek Park,



Downsview Dells in the Black Creek Valley, and the Taylor Creek Park.

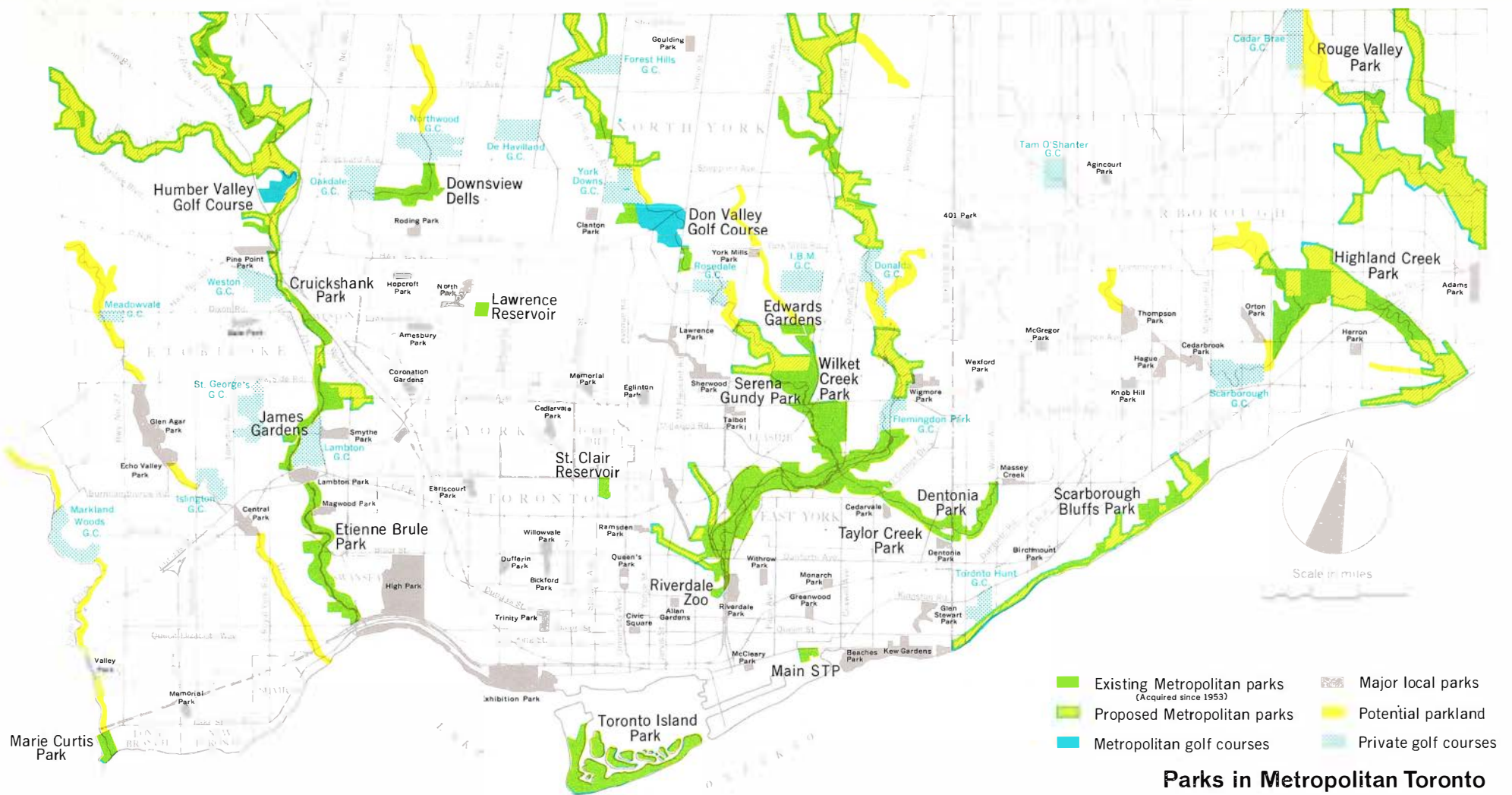
The parks and open spaces of the metropolitan area are both local and regional in nature, with the major facilities coordinated into a coherent system based on the parks plan developed at the metropolitan level. The metropolitan system seeks to solve the regional problem, while the local park systems serve the needs of local residential areas. The Metropolitan Parks Department has special operating divisions covering

### Park Inventory 1962

	Local Parks (in acres)	Metropolitan Parks (in acres)	Total Parkland (in acres)
Toronto	1,607	816	2,423
Scarborough	711	1,040	1,751
North York	414	1,212	1,626
Etobicoke	567	853	1,420
East York	324	460	784
Leaside	64	248	312
York	216	—	216
Weston	38	72	110
Swansea	15	85	100
Long Branch	12	52	64
New Toronto	38	—	38
Forest Hill	24	—	24
Mimico	11	—	11
<b>Metropolitan Toronto</b>	<b>4,041</b>	<b>4,838</b>	<b>8,879</b>

### Local Permanent Recreational Facilities 1962

	Indoor Swimming Pools	Outdoor Swimming Pools	Artificial Ice Rinks	Arenas
Toronto	31	11	14	3
Scarborough	3	4	7	1
North York	7	—	5	2
Etobicoke	2	—	4	2
East York	3	1	—	1
Leaside	1	—	—	1
York	3	2	3	1
Weston	—	1	1	1
Swansea	—	—	1	—
Long Branch	—	—	1	—
New Toronto	1	1	—	1
Forest Hill	—	—	1	—
Mimico	—	—	1	—
<b>Metropolitan Toronto</b>	<b>51</b>	<b>20</b>	<b>38</b>	<b>13</b>



such aspects as golf courses; the island developments; ferry services; Riverdale Zoo; and forestry work.

Active recreation programs are the responsibility of the area municipalities, who through their recreation and parks departments provide for the recreational needs of their population. The rapid population growth, resulting in a high proportion of young people, and the increasing emphasis on organized sport activities and increased leisure time, are exerting growing pressures on the parks and recreational systems.

Nevertheless, much progress has been made by the area municipalities in provision of playground and playing field equipment as well as major capital projects in the form of swimming pools, artificial ice rinks and arenas.



# TRANSPORTATION

To cope with the ever-increasing demands for the transportation of people and goods, the Metropolitan Corporation is developing a balanced transportation system which utilizes both public and private facilities to the greatest practical extent. From the outset, the Metropolitan Council recognized that roadways and public transit are each required to perform the particular function for which they are best suited—public transit to handle the mass movement of persons in the areas of relative concentration, and private automobiles to handle the many diversified movements throughout the day which charac-

terize a metropolitan area. This has led to the simultaneous development of a public transportation system which is generally acknowledged as being among the best in North America, and a road system which takes full advantage of the most advanced techniques of highway design.

About 70% of the peak-hour trips into the central business district are carried by public transit. Nevertheless, because of the expansion of housing and employment in the lower-density suburban areas, public transit carries only about 1/3 of all movements during the day. However,

the importance of transit for the task of carrying workers into the central city and other areas of high concentration, and the need to provide for adequate transit service in the suburbs, has dictated a policy of public financial support not only for the roadway network but for the transit system as well.

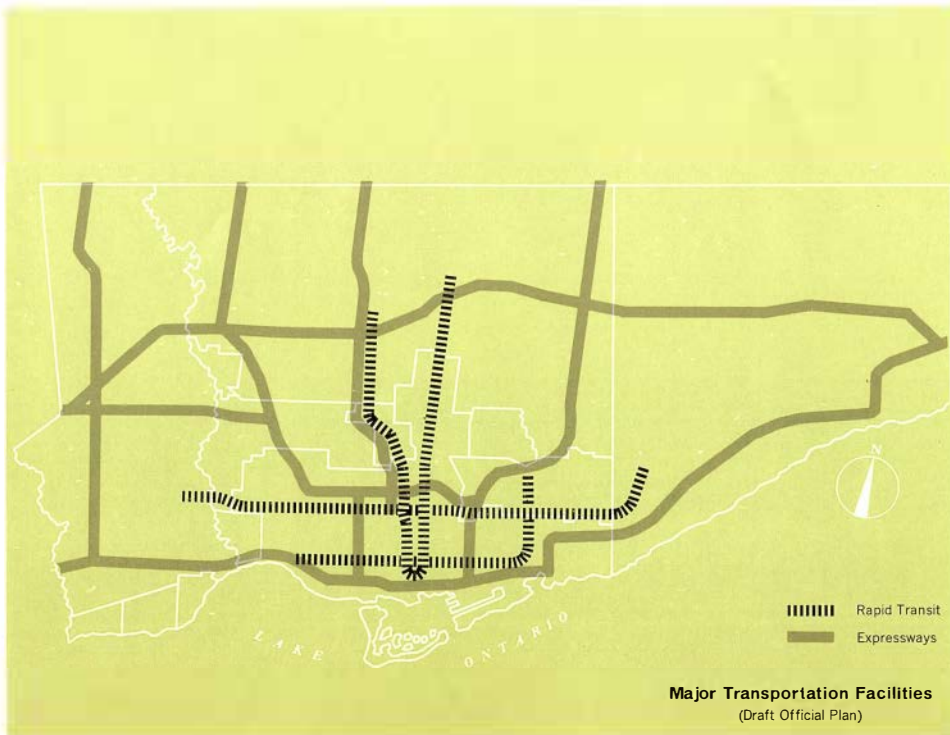
Since 1953, approximately \$120 million has been spent on the development of the transit system, of which \$92 million went into rapid transit facilities and the balance on new buses and streetcars and other equipment. Of this sum, about 60% has come from transit revenues, with the balance being paid by the Metropolitan Corporation out of tax revenues. During this same period the Metropolitan Corporation has spent about \$160 million on roadways, of which approximately half has been subsidized by the provincial government. Over the next 10 years, expenditures on transportation will continue to loom large, with a total projected expenditure of \$290 million on transit facilities and \$190 million on the major road system. Expenditure on provincial highways in the metropolitan area amounted to \$54 million in the last 10 years, and it is expected that this amount will be doubled over the next 10 years.

To plan this balanced transportation system, Metro has developed an advanced technique of computer analysis and projection. Instead of designing roads or transit facilities to meet anticipated needs, as determined by present use corrected by a suitable factor for population growth, the system employed in Metropolitan Toronto begins from the established plans for land use development and the traffic which these developments are expected to generate. The future traffic pattern is "simulated" on a complex model in which the adequacy of the projected

road and transit facilities is evaluated, and suitable changes in design and capacity introduced. The basic data on which the model is constructed is derived from extensive studies of traffic behaviour and trip patterns in Metropolitan Toronto, which are checked against the results of similar studies in other areas.

The value of the computer system is apparent if it is realized that when the system is fully operative it will show in a short time what will be the likely consequences of any new proposal. Normally, such results can only be determined much later—after the land has been developed and the transportation facilities are in operation. The eventual savings will be very great, in view of the costs that can be incurred in altering even a single facility which has been incorrectly planned because of faulty prediction.

To produce a balanced transportation system it is necessary to pursue a unified transportation policy in which all aspects of the problem are carefully evaluated. Because the Metropolitan Corporation exercises jurisdiction over the entire network of expressways and arterial roads covering an area of 240 square miles, and because it is ultimately responsible for the operations of the Toronto Transit Commission over this same area, it is able to produce integrated transportation policies which pay attention to the needs of both private vehicles and public transit passengers. While traffic congestion still exists at many locations, and much remains to be done to provide improved transit services in the suburban residential areas, the effectiveness of the program is reflected in the fact that the average journey to work in the area still does not exceed a half-hour, despite the tremendous growth which has taken place.



# TORONTO TRANSIT COMMISSION

## Commissioners:

Ralph C. Day  
Charles A. Walton  
Ford C. Brand  
C. C. Downey  
D. F. Hamilton



Ralph C. Day  
Chairman



Charles A. Walton  
Vice-Chairman



J. G. Inglis  
General Manager  
Operations



W. H. Paterson  
General Manager  
Subway Construction



H. E. Pettett  
General Secretary

The Toronto Transit Commission, which is responsible for public transit in the metropolitan area, is appointed by the Metropolitan Council. The Commission operates all passenger transit facilities within the area except for railways and taxis. It also provides regional transportation through its subsidiary company, Gray Coach Lines, which operates a network of inter-city bus routes radiating from Toronto to the Niagara Peninsula and northern Ontario.

The public transit system, consisting of a network of streetcar lines, bus and trolley coaches, and subways, now handles a total of 900,000 passengers daily. In the past ten years the number of routes has increased from 53 to 80 and the one-way route mileage has gone up from 244 to 428, an increase of 75%. The number of vehicle miles has increased from 41 million to 49 million. The system is based on two transit zones, the inner zone extending to a distance of about 5 miles from the core area, and the rest of the metropolitan area comprising the second fare zone.

The major achievement of the past decade has been the successful creation of a subway system. The Yonge Street Subway was the first

subway in Canada; it now carries up to 36,000 passengers per hour with a peak capacity of 40,000 in one direction. This 4½-mile subway was recently augmented by a 2-mile extension, from Union Station, underneath University Avenue, to Bloor Street and St. George.

The 8-mile Bloor-Danforth Subway, extending from Keele Street to Woodbine Avenue, is now under construction and will be completed in 1966, under a recently accelerated construction program. Eastern and western extensions totalling 6 miles, to Warden Avenue and St. Clair in Scarborough, and to Bloor and Montgomery in Etobicoke, were approved by Council this year and are scheduled for completion by 1967 or 1968. At that time, the total subway system will comprise about 21 miles, and an additional 18 miles of rapid transit construction are projected in the draft Official Plan.

The unusually heavy burden of this construction program has been recognized by the Ontario government, and effective April 1, 1964, Metropolitan Toronto will receive a subsidy of 1/3 of the construction cost of the subway, exclusive of property costs, fixed equipment and rolling stock. This contrasts with the Yonge

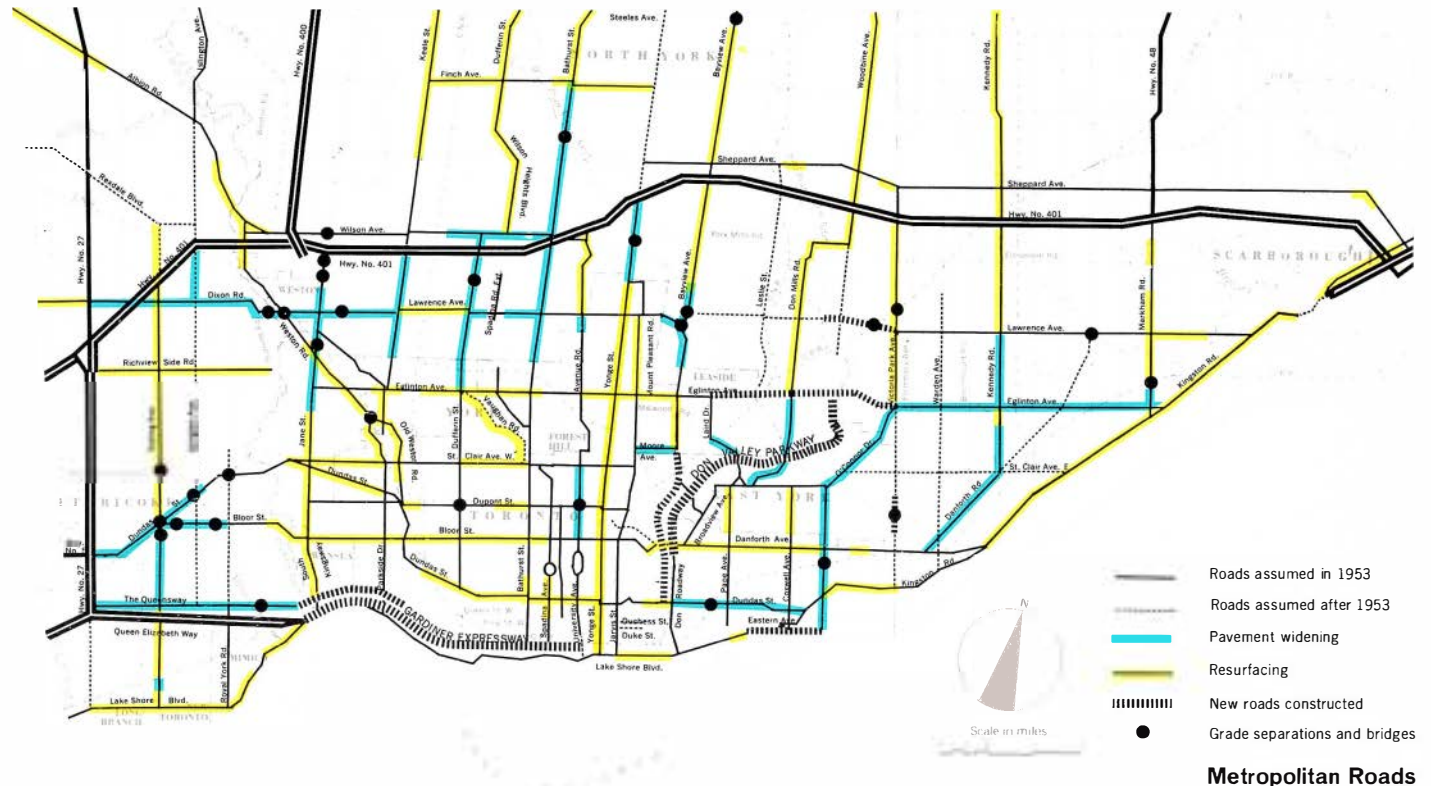
Street Subway, which cost \$64 million and was constructed entirely by the T.T.C. out of accumulated reserves and borrowing. For the University and Bloor-Danforth lines, costing \$207 million, Metropolitan Toronto and the T.T.C. share the costs approximately on a 50/50 basis, while the eastern and western extensions, costing \$77 million, will receive about a 70% grant from Metro, with the balance paid by the T.T.C. The new Provincial subsidy, which will approximate about 1/5 of the total cost of the subway construction now underway, will greatly expedite the completion of the planned system.



# ROADS

When the Metropolitan Toronto Corporation was established in 1953 it assumed a basic 275-mile arterial road network requiring considerable improvement and enlargement. Car ownership was rapidly rising and places of employment and residence spreading. Though local municipalities had in some measure kept pace with the flood of vehicles, there were many needs which could only be handled on a metropolitan basis. For example, prior to the establishment of Metro it had proved impossible to join the adjacent municipalities of Scarborough, North York and Leaside across the two branches of the Don River, where today the Eglinton Avenue extension carries 33,000 vehicles a day. At the mouth of the Humber River there was only a single 4-lane bridge; today 16 lanes are available in 3 major facilities—the Lakeshore Blvd. the Gardiner Expressway, and the Queensway. By 1963, the Metropolitan Roads system comprised more than 347 miles, of which 47 miles were assumed since 1954, 10 miles were made up of new expressway construction, and 15 miles of new arterial roads constructed by the Metropolitan Corporation.

In the past decade more than \$160 million has been spent on improving the system and bringing roads up to arterial standards. This has included road extensions, bridges, widenings, railway overpasses and intersection improvements. Half this total, about \$81 million, has been spent on expressways. Vital links in the system, notably the extensions of Bayview Avenue, Eglinton Avenue East, Keating Street, Queen Street West, and Lawrence Avenue East, which together necessitated 9 major bridges, were provided at a cost of \$20 million. Thirteen additional bridge projects, dictated by the topography of the area, have cost a total of \$3 million. Other works since 1953 included 14 railway grade separations costing \$10 million; several major intersection improvements, includ-



several major intersection improvements, including grade separations at Dundas-Bloor-Kipling and at Dundas-Royal York Road, at a cost of \$7½ million; and pavement widenings, including the major reconstruction of Avenue Road, at a total cost of \$38 million.

The provision of the planned expressway network to supplement the existing Provincial expressways—Highways 27 and 401 and the Queen Elizabeth Way—has proceeded with the development of the western section of the Gardiner Expressway, and the Don Valley Parkway, which

was opened from Bloor to Eglinton in 1961 and which will be open to Lawrence Avenue this year. Together with the Spadina Expressway, on which construction has begun at the northern end, completion of these three routes will involve a further 16 miles of expressway costing about \$120 million. Additional expressways contemplated in the draft Official Plan will total another 30 miles, resulting in a total planned expressway system of more than 100 miles.

Some of the metropolitan road projects have made engineering history in Canada; the \$4

million Royal York-Dundas intersection was the first tri-level structure in the country, providing a simple and effective solution to the problem of railway and arterial road grade separation at a major intersection.

The expressway system is being planned and built to handle dense volumes of long-trip through traffic, to relieve the major arterial roads of excess traffic, and to correct deficiencies in the present street pattern. The completed expressway system will provide radial and circumferential routes connecting principal Provincial

Illustrated below—East Branch of Don Valley looking toward Leaside Bridge, 1953 and 1963.

highways and will provide efficient connections between major residential areas, employment centres, and the core area.

The area municipalities have also kept up with the need for roadway expansion. In the period between 1954 and 1963 approximately 500 miles of arterial roads under local jurisdiction were constructed or improved at a cost of \$53 million, supplementing the construction of local streets built by the developers of residential and industrial subdivisions to high engineering standards as laid down by the local municipalities.



# TRAFFIC CONTROL

The number of registered vehicles in the metropolitan area increased from 330,000 in 1953 to 585,000 in 1962, a growth of over 75%, compared to a population growth of 40% in the same period. As a result, there are now 2.8 persons per vehicle in the area, as against 3.6 persons per vehicle in 1953. Metropolitan Toronto has one of the highest ratios of car-ownership in the North American continent, and to avoid severe congestion of the road system, it was necessary to develop a unified metropolitan traffic control system which would take full advantage of the road improvements carried out by the Metropolitan Corporation and the area municipalities.

In 1960, the Metropolitan Council spent \$250,000 on a pilot electronic-control system on a portion of Eglinton Avenue in which all traffic movements within a 2-mile area were controlled by an electronic computer located in a remote office building. The successful results of this pioneering experiment led to the establishment of a \$3 million computer-controlled system to cover the entire metropolitan area; the UNIVAC 1107 computer, which is the heart of the system, is now being installed in the ground-floor corridor of the old City Hall, where its operations can be observed by the public. The program will be in partial operation by the end of 1963 and the complete changeover to computer control of the traffic system will be in effect within the next two years. All traffic signals in the metropolitan area, whether on metropolitan roads or the local street systems, have been assumed by the Metropolitan Corporation, which now has the only metropolitan-wide unified traffic control system in the world. When the computer-control system is in complete operation it is expected to improve traffic flow up to 20% or 25%, with corresponding

savings in road and intersection improvements.

Prior to 1953 and the establishment of Metropolitan Toronto, only one municipality, the City of Toronto, employed professional traffic engineers; today both the Metropolitan Corporation and several of the area municipalities have full-fledged traffic engineering departments. Their work has been enhanced by the adoption of Uniform Traffic Control by-laws based on the Metropolitan By-law 806 which was enacted in 1958. In addition to coordinating the installation and maintenance of traffic control signals throughout the area, the Metropolitan Traffic Engineering Department collects traffic data on a continuing basis in conjunction with the area municipalities which conduct traffic counts on their own streets, and provides technical advice to the local municipalities. Access to metropolitan roads from new industrial, commercial or apartment developments is controlled in the processing of site plans and building permits.

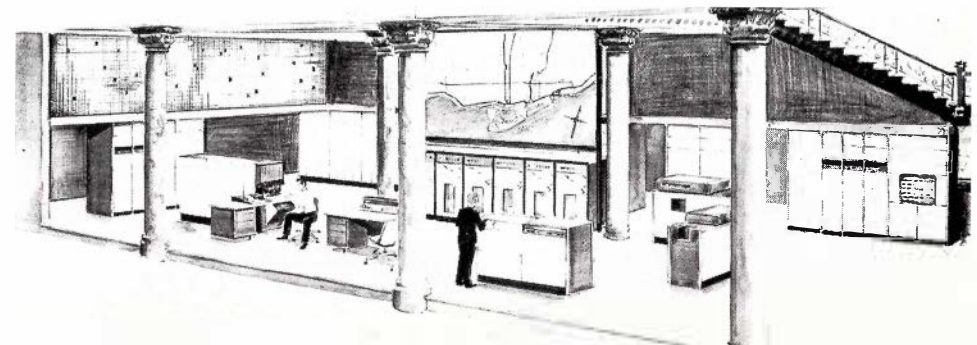
A major achievement of the traffic control program was the introduction of a pedestrian cross-walk system in 1958 which has provided a considerable reduction in friction between vehicles and pedestrians and has reduced the need for traffic signal installations. The pedestrian cross-over system, which requires motorists to yield to pedestrians at specially-marked illuminated locations, has received wide acceptance from both pedestrians and motorists, and has served to create a new attitude which has led to a reduction of 20% to 30% in pedestrian fatalities. Acceptance of the pedestrian cross-overs is now so widespread that the Traffic Engineering Department receives many requests for their introduction at new locations, and since its introduction in Metropolitan Toronto the program has been adopted in a number of other Ontario municipalities.

## Pedestrian Fatalities

	Pedestrian Fatalities	Fatalities per 100,000 population
1957	85	6.2
1958	81	5.7
<i>Pedestrian cross-walks introduced September, 1958</i>		
1959	71	4.8
1960	76	4.9
1961	58	3.7
1962	63	3.9
Decrease 1958 to 1962	-22%	-32%



Below—Artist's rendering of Metropolitan Traffic Control Centre, now being installed in old City Hall.



## TORONTO HARBOUR

With the opening of the St. Lawrence Seaway in 1959, Toronto has become an international harbour with direct access to the world's shipping lanes. Under the jurisdiction of the Toronto Harbour Commissioners, the navigation channels of the inner harbour have been dredged to the 27-foot Seaway depth, and in the past decade dock mileage has been increased from 9 to 14 miles, largely on the 150 acres of new land created in the last ten years. About 440,000 square feet of cargo handling space and customs facilities have been added, together with a new dockside crane of 300 tons lift capacity. In 1952 the port handled 4.4 million tons of cargo, and cleared 4,100 ships of which less than 10% were from overseas; by 1962 the tonnage had increased to 5.5 million, some 5,000 vessels cleared the port, and over 35% of vessel arrivals were from overseas. The number of lines operating

into the Port has increased from 27 to over 75 during this period.

The Harbour Commissioners also operate the Toronto Island airport, on which a 4,000-foot east-west runway was recently completed. The airport has the first city-suburban helicopter service in Canada, carrying passengers in 9 minutes to the International Airport at Malton, and offering 12 daily flights. Although this is one of the three busiest airports in Canada it has one of the best safety records of any airport in the country.

The Port of Toronto has played an important part in the growth of the metropolitan area; its facilities are under constant improvement to ensure fast, efficient and economical movement of waterborne cargo.



## TORONTO INTERNATIONAL AIRPORT

Model of Toronto International Airport, presently under construction. (John B. Parkin Associates, Architects.)



Toronto International Airport, at Malton, handled 2,000,000 passengers in 1962, a six-fold increase in the last ten years. Passenger volume is currently increasing by about 10% a year, and it is expected that the airport will be handling 4,000,000 passengers by 1971. To meet this demand, the airport is in the midst of a reconstruction program which will make it one of the world's most advanced airports when it is completed in 1963-64. The cost of the building program, excluding runway extensions and improvements, is about \$30 million; the aeroquay terminal, the first of four to be built as demand warrants, is designed to handle 5,000,000 passengers annually.

The terminal facilities are to be provided in the form of a circular aeroquay to provide maximum convenience. The administration building will include the Department of Transport offices, meteorological, immigration and health offices, and the TCA regional office. Quays will provide sheltered walks from departure rooms to the

aircraft; there will be parking for 2,400 cars on nine floors, compared to the scattered parking lots which now hold 1,600 cars. The building will contain 12 departure rooms, observation decks, a 12-room hotel, restaurant facilities and a conference room. All rentable space has been taken up by the four main carriers serving Toronto. New access roads to connect directly to Highways 401 and 27 are being built at a cost of \$1 million. Included in the general reconstruction is the provision of a 9,000-foot jet runway at a cost of \$4 million, to be operating in mid-1963, and a new control tower housing air traffic control and radar approach facilities.

The airport plays a key role in the urban area surrounding the head of Lake Ontario. With ready access to the Queen Elizabeth Way, Highway 401 and Highway 27, and the future Highway 403, Toronto International Airport serves the entire region in the Toronto-Hamilton-Kitchener area.

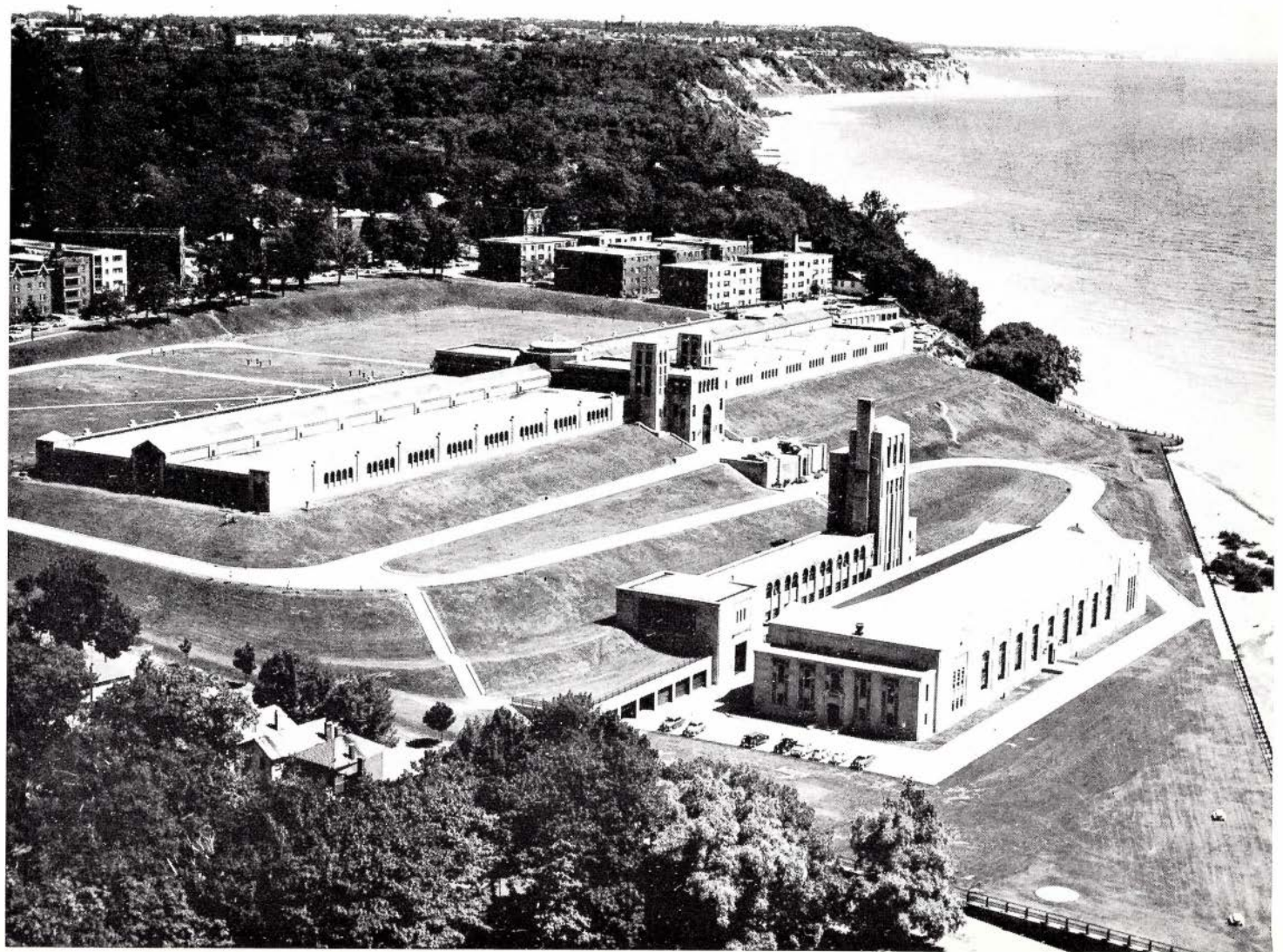
## WATER SUPPLY

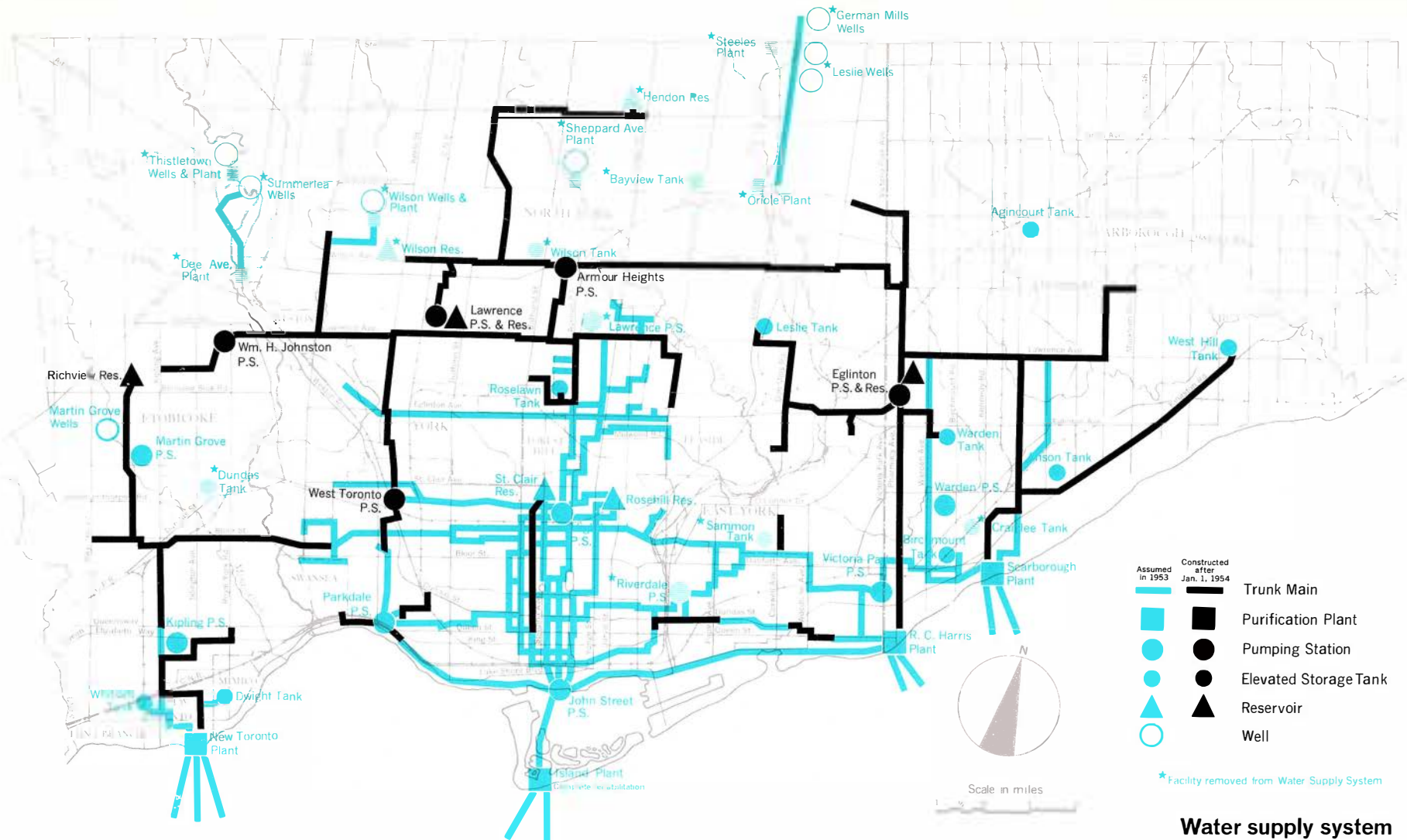
On January 1, 1954, the Metropolitan Corporation assumed responsibility for all municipal waterworks and undertook the production, treatment, storage, and distribution of water to the thirteen municipalities, which in turn distribute the water to domestic and industrial consumers. In ten years the treatment capacity has been increased by 45%, from 235 million gallons per day to 345 million gallons per day. The major step was achieved from 1957 to 1959 when the main R. C. Harris plant was doubled in capacity from 100 to 200 million gallons per day. Other works carried out since 1953 included enlargement of the Scarborough and New Toronto plants and the rebuilding of the Island water filtration plant. Altogether, some \$38 million has been spent by Metropolitan Toronto on the enlargement of its water treatment capacity, and another \$22 million on distribution and storage.

The storage capacity of the system taken over by Metro in 1953 amounted to 93 million gallons and consisted of 2 major reservoirs and 16 minor storage tanks. Under Metro, the new Lawrence and Eglinton Reservoirs have been added to the system and 5 of the smaller elevated tanks taken out of use. The total storage capacity is now 132 million gallons, and construction of the new Richview Reservoir, presently underway, will add another 30 million gallons by the end of the year; in addition, there is reserve storage capacity of 25 million gallons at the purification plants and pumping stations.

From the 85 miles of trunk distribution mains which Metro assumed in 1954, the system has grown to 207 miles of mains, most of them of 36-inch diameter, or greater. Many smaller mains, previously an essential part of the trunk distribution system, have been returned to the area municipalities for local distribution purposes.

R. C. Harris water plant, one of four filtration plants serving Metropolitan Toronto





**Water supply system**

Annual water consumption has increased from 51 billion gallons in 1954 to 69 billion gallons last year. Maximum daily consumption has grown from 204 million gallons per day in 1954 to a record high of 303 million gallons consumed on July 10, 1962. In the early years of Metro many sections of the area lacked an adequate supply of water at certain times of the year, and lawn watering restrictions during the summer were common in much of the area. By the summer of 1959, these shortages were a thing of the past, and there has been an unrestricted supply of water since that date for domestic and

industrial purposes, for lawn watering, air conditioning, and other purposes. This result has been achieved by the expenditure of about \$60 million between 1954 and 1962; it is noteworthy that all of this debt is self-liquidating and is paid for through the sale of water to the area municipalities rather than through taxes.

The continuing development of the area, and an ever-increasing rate of water consumption, indicate a need for continued growth of the metropolitan water system. Construction has begun this year on the new westerly purification

plant, with an ultimate capacity of 300 million gallons per day, with the first stage of 100 million gallons to be completed by 1966. At the same time, the existing St. Clair Reservoir is being increased from 50 million gallons to 75 million gallons capacity and new trunk mains are being projected on the periphery of the metropolitan area. To meet the requirements of the future urban growth, construction will begin in the next 10 years on a new easterly purification plant, and storage reservoirs north of the metropolitan boundary, in Markham and Vaughan Townships.

## WATER POLLUTION CONTROL

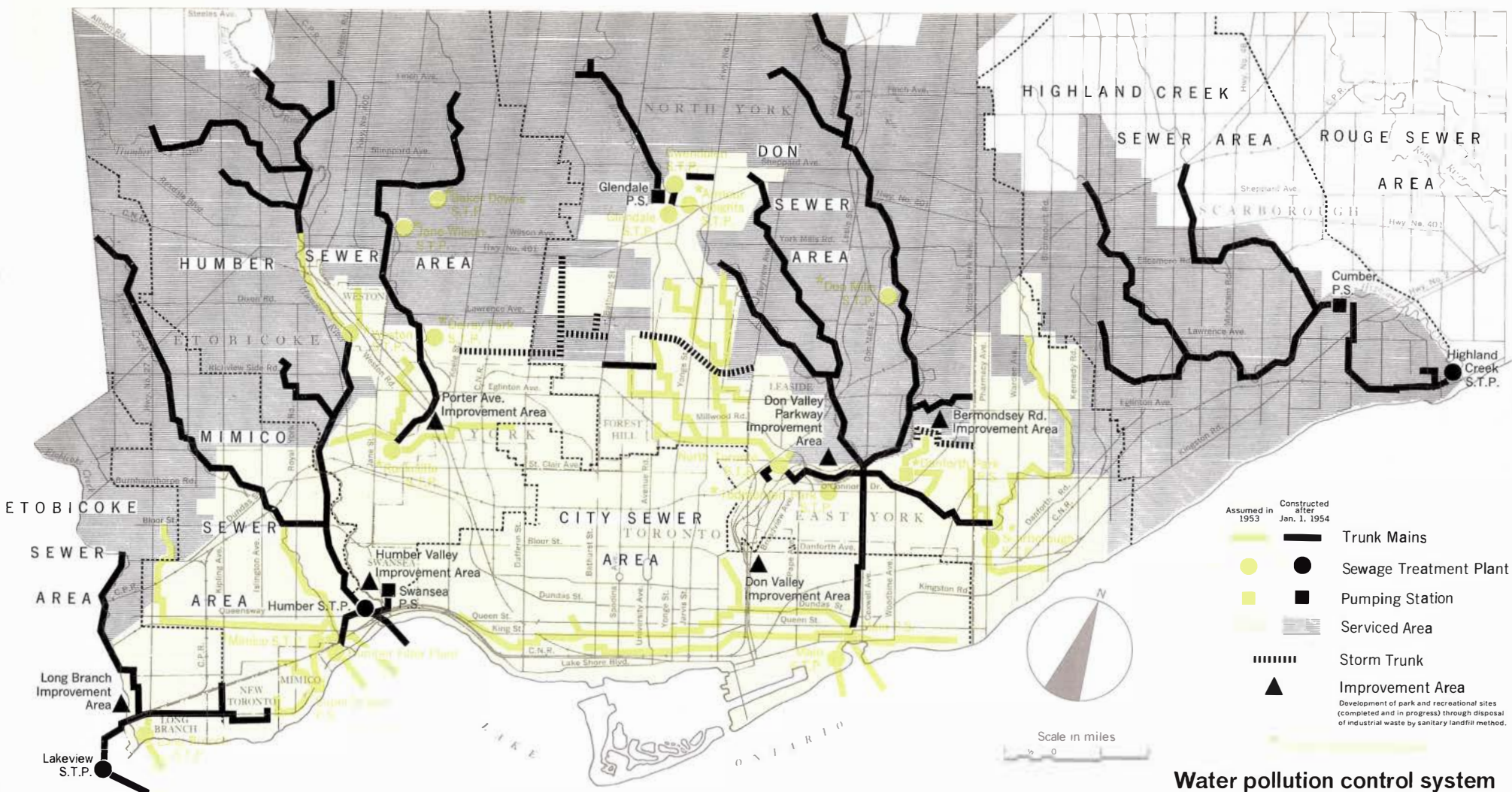
In 1953 vast tracts of suburban housing relied on septic tanks for the disposal of domestic waste; the metropolitan area was dotted with a number of so-called "package" sewage plants, most of them seriously overloaded and not related to any general system of sewage disposal; storm water run-off, created by years of urbanization, had increased to proportions inviting disaster, as was demonstrated during Hurricane Hazel on the night of October 15, 1954 and the following morning, when the rivers went rampant and killed 81 people, destroyed 40 bridges, flooded the homes of 3,000 people, and caused \$30 million worth of damage. At the inception of Metro, the streams in the area had in most cases taken on the character of open sewers, offensive and dangerous, and there was an urgent need for a systematic attack on the problem of water pollution control.

The overall plan for water pollution control adopted by Metro required that all sewage be fed into large trunk mains leading to a few major disposal plants along Lake Ontario, where adequate treatment could be given and a safe effluent discharged into the lake. In 10 years almost \$38 million has been spent on the sewage treatment plants and about 88 miles of trunk sewer have been laid at an additional cost of \$31 million; in addition about 1,700 miles of collector and local mains have been constructed in the area municipalities.

The main sewage treatment plant at Ashbridge's Bay, which was assumed from the City of Toronto, and the 16 minor plants in existence on January 1, 1954, have been completely remodelled into a new system. Thirteen of the dangerously overloaded upstream plants were eliminated and others reconstructed to modern treatment standards. The main plant has

Humber Sewage Treatment Plant constructed on former site of Humber Valley Golf Course.





**Water pollution control system**

been enlarged from a capacity of 84 million to 120 million gallons per day and, equally important, secondary treatment has been installed. Completion of the new Humber plant, enlargement of the Highland Creek plant, and construction of the new Lakeview plant, operated jointly with the Township of Toronto, have provided an additional treatment capacity of 62 million g.p.d. To prevent pollution of upstream waters, certain areas in Markham and Toronto Townships have been connected on a fee basis to the metropolitan system.

Total sewage treatment capacity in Metropolitan Toronto is now 192 million g.p.d., an increase of 70% over the capacity 10 years ago. Provision of this additional capacity, together with the higher quality of treatment being provided and the trunk sewers required to serve the system, have cost a total of almost \$69 million. The result has been an ample supply of adequately serviced land, in all parts of the metropolitan area, for residential, commercial and industrial purposes, in quantities able to meet all anticipated demands. Construction of several major storm interceptor sewers, at a cost

of \$4½ million, combined with the Conservation Authority's water control program, has similarly served to bring the storm drainage problem under control.

# AIR POLLUTION CONTROL

In 1957 the Metropolitan Corporation established an Air Pollution Control Division to regulate the emission of smoke and other atmospheric pollutants throughout the metropolitan area, since pollutants pay no regard to local boundaries. Atmospheric conditions in Toronto require careful control, since the area has 7 times the heat load of the classic "smog" area of Los Angeles, uses 12 to 15 times as much fuel (coal and oil) of the type that pollutes the air and has in addition less annual sunshine to oxidize and render harmless particles in the air. These conditions represent a great potential danger to health. Pollution sources are almost equally divided between automobiles, domestic heating units, and industrial plants. While the use of clean burning fuels is beginning to offset the rapid increase in potential sources of pollution caused by population growth and corresponding urban and industrial development, the situation in the metropolitan area is still of serious concern.

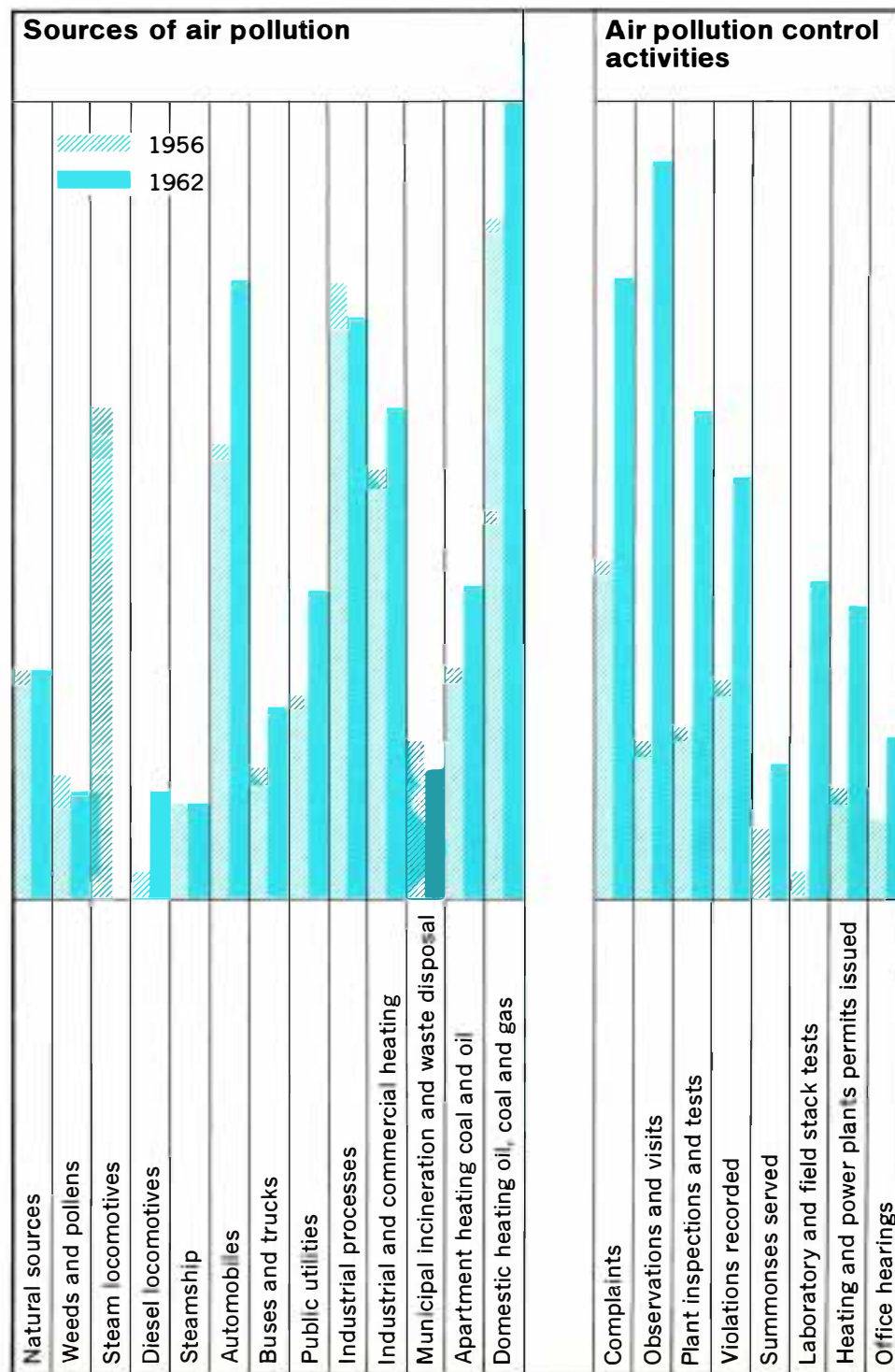
Dust fall in Metropolitan Toronto varies from an annual total of 600 tons per square mile in the central area to 250 tons per square mile in the inner suburbs. In the battle for clean air, installation permits are now required before any fuel-burning or incinerating equipment can be put into action, and all such installations are examined to ensure that equipment is safe, efficient, and smokefree. Only after the equipment has been checked by qualified inspectors for conformity with the limits imposed by the metropolitan air pollution by-law, are permits for operation granted.

An effective inspection program is carried out; observers, assigned to districts, report any stacks emitting dense and excessive smoke, and building inspections are carried out to locate and correct faulty or antiquated equipment. Radio

equipped vehicles strategically located throughout the metropolitan area give speedy attention to such complaints, and the mobile laboratory makes frequent tests of traffic gases on the main arteries of the urban area.

The Air Pollution Control Division of the Metropolitan Works Department carries out area surveys to establish the nature and degree of pollution, and local surveys to pinpoint specific offenders. In the laboratories, attention is given to analysis of samples of pollutants as well as stack samples and typical fuels. Pollen counts are also conducted. Specific pollution sources, such as plants handling cement, sand and asphalt, industrial coal-burning equipment, and municipal incinerators, are checked and examined.

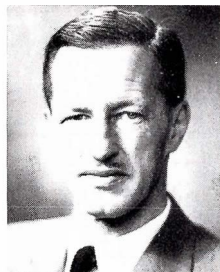
Since no effective program can be carried out without public support and understanding, considerable attention is given to distributing literature, as well as the provision of advice and instructions regarding the purchase, maintenance and repair of fuel-burning equipment. With the reduction in recent years of the amounts of soiling matter in the air, many buildings have now been cleaned in the expectation that they will remain so for a long period. It is evident that progress has been made in a few years, and it is hoped that with increased support from Provincial legislation, clean air will be feasible in Metropolitan Toronto.



## EDUCATION: PUBLIC



Donald W. Brown  
Chairman



Edward M. Davidson  
Vice-Chairman



William J. McCordic  
Executive Secretary

The school boards of the eleven school districts within the metropolitan area are responsible for the operation of their respective school systems. The Metropolitan Toronto School Board, established under the terms of the legislation which created the Metropolitan Corporation, is primarily a financial agent whose principal function is to combine the financial resources of the metropolitan area with the objective of ensuring equalization of educational opportunity for pupils irrespective of the municipality in which they live. To achieve this it provides a uniform maintenance assistance payment per pupil to all boards and assumes debenture debt for new school construction up to \$20,000 per classroom for public elementary schools and \$25,000 per classroom for secondary schools. Costs in excess of these amounts are raised by the local board involved.

While the major emphasis in the Metropolitan school program has been directed toward meeting the tremendous pressure of expansion created by the growth of school-age population in the suburban areas, the school needs of the built-up areas, and particularly the City of Toronto, have been equally pressing. Altogether, 175 new

schools have been built, as well as 293 school additions, providing total accommodation for about 155,000 pupils. Of the nearly \$225 million spent on capital plant since 1954, the City of Toronto has required close to \$70 million, and the three large suburban townships—Etobicoke, Scarborough and North York—a total of \$135 million. The provision of new schools in the developing areas has been matched by the replacement of old or obsolete schools in the inner areas.

The result of this impressive building program has been the elimination of the overcrowding formerly found in such conditions as overcrowding of classes and the adoption of "double shift" systems. While portable schools are still required in certain areas, they are of a temporary nature pending completion of planned accommodation or to meet a short period of over-crowding. Over the past few years emphasis has shifted from the provision of elementary schools to meeting the requirements of the growing secondary school population. The increase in high school enrollment in recent years has been dramatic, and promises to continue at a high level. Many more pupils are remaining in school for longer periods;

### Members of the Metropolitan School Board for 1963

#### City of Toronto

Chairman — Mrs. Evaleen Barker  
Ward 1 — William R. Stainsby  
Ward 2 — W. Barry Coutts  
Ward 3 — Edward M. Davidson  
Ward 4 — Barry G. Lowes  
Ward 5 — Ernest Jones  
Ward 6 — Mrs. Irene McBrien  
Ward 7 — Rev. John V. Mills  
Ward 8 — Mahlon F. Beach  
Ward 9 — J. Richard Davidson

#### Suburban Municipalities

East York — R. L. Martin\*  
Etobicoke — John D. Parker  
Forest Hill — Mrs. Elise Grossberg\*  
Lakeshore — A. H. Morrison\*  
Leaside — Donald W. Brown  
North York — R. D. G. Stanbury\*  
Scarborough — Thomas L. Wells  
Swansea — Alexander Adamson\*  
Weston — E. H. G. Worden  
York — Jack Young  
\*Chairman of Local Board

### Metropolitan Separate School Board representatives

City — Fred J. Boland

Suburban — George C. Power

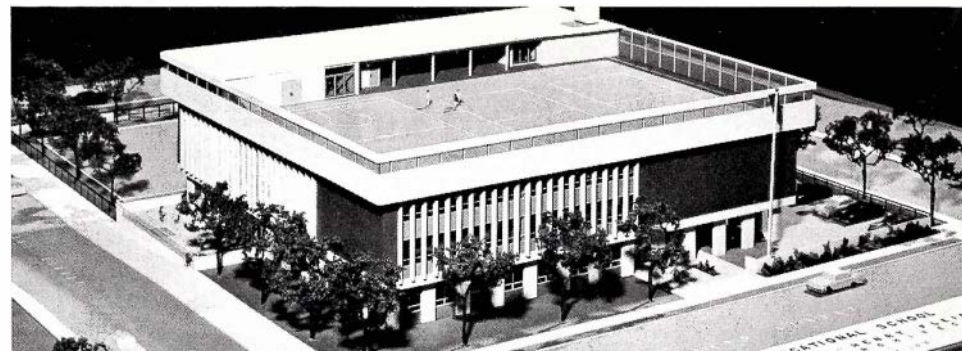
the interest in technical and vocational education, spurred on by an intensified program of assistance from the senior levels of government, is particularly marked.

As is the case of the Metropolitan Council, representation on the Metropolitan School Board is divided equally between the City of Toronto and the suburbs. Members are not elected directly, but represent the local school boards, assuring coherence of policy between the metropolitan and local boards.

While the local boards retain autonomy in the operation of their individual school systems, the Metropolitan Board exercises certain important functions in addition to its basic responsibility for financial matters. It has the power to set attendance areas, in this way overcoming the problems created by artificial municipal boundaries. It also pays the full cost of classes open to all pupils within the metropolitan area for children who are unable, because of physical or other handicaps, to benefit from the regular school program. These include the Sunnyview school for the orthopaedically handicapped and the Metropolitan School for the Deaf. It coor-

dinates the school building program and limits the debenture funds available for each project. The Province contributes substantially to the cost of new construction. Nonetheless such large sums are required that the Metropolitan School Board since 1959 has raised annually a one-mill levy to be applied against its share of the cost; by 1962 about 15 million dollars of capital expenditure had been financed in this manner.

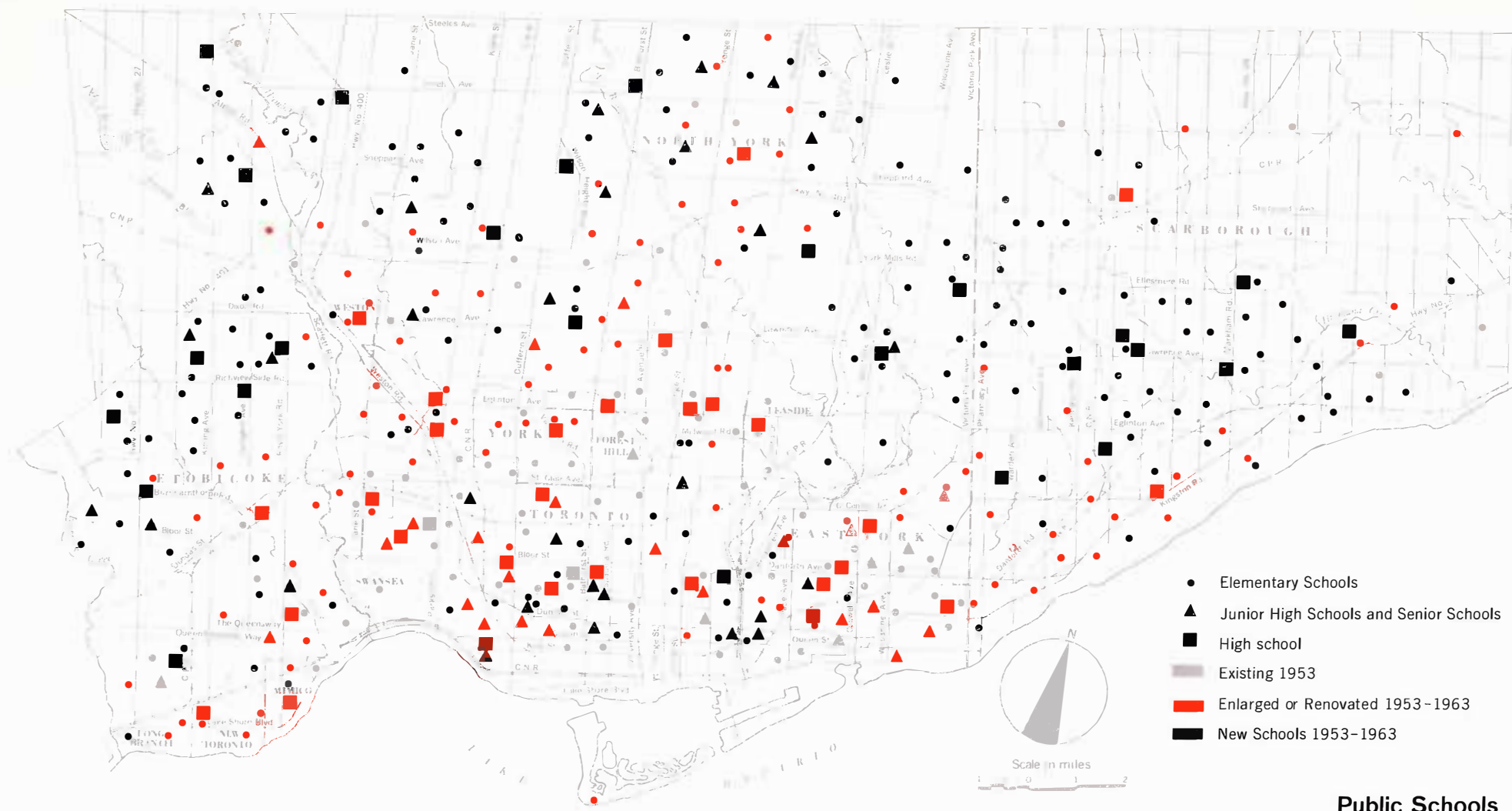
The growth of approximately 65% in school enrollment from 1954 to 1963 has been more than half as large again as the rate of population growth in the metropolitan area. The success of the metropolitan and the local school boards in meeting the pressures of this growth, at the same time replacing the obsolete school plants of the inner built-up areas, represents one of the most significant products of the establishment of metropolitan government in the area.



## Growth of Public School System

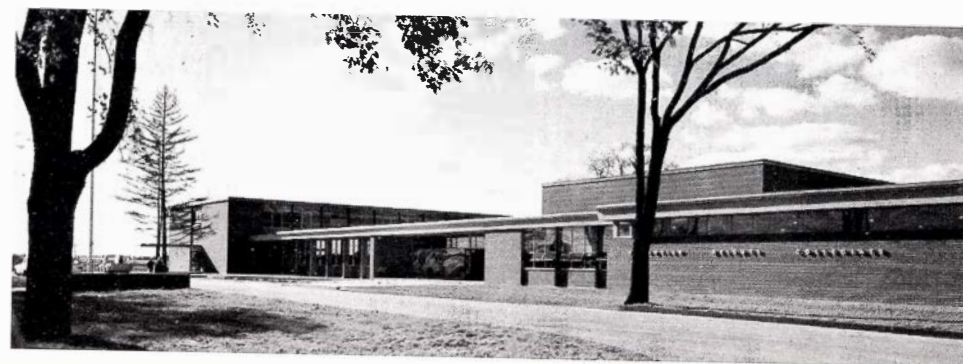
Municipality	Year	No. of schools			Teachers	Enrollment		Year	Expenditures per pupil				Gross expenditures		Capital expenditures approved 1954-1962 \$000's
		Elementary	Intermediate	Secondary		Elementary	Secondary		Elementary	Secondary			Year	\$000's	
										Academic	Commercial	Technical			
East York	1954	13	3	1	320	8,256	1,761	1953	\$197	\$322	\$ —	\$ —	1953	2,219	3,118
	1963	11	4	1	391	7,129	2,739	1961	441	537	598	—	1962	4,555	
Etobicoke	1954	21	—	2	494	12,921	2,117	1953	176	275	—	—	1953	2,423	32,710
	1963	47	8	9	1,408	27,178	9,519	1961	404	636	742	—	1962	15,632	
Forest Hill	1954	3	1	1	123	2,207	914	1953	260	387	—	—	1953	923	50
	1963	3	1	1	155	1,813	1,254	1961	537	716	—	—	1962	1,880	
Lakeshore	1954	7	—	2	192	4,013	1,104	1953	197	354	372	494	1953	1,212	3,461
	1963	9	—	2	263	4,680	1,826	1961	393	558	581	931	1962	2,772	
Leaside	1954	3	—	1	118	2,295	788	1953	239	319	—	—	1953	920	861
	1963	4	—	1	140	1,733	1,203	1961	459	557	—	—	1962	1,635	
North York	1954	48	—	2	850	21,237	2,735	1953	205	207	335	335	1953	4,433	51,357
	1963	78	12	9	2,350	47,633	14,552	1961	419	683	795	1,057	1962	27,652	
Scarborough	1954	32	—	2	450	15,608	2,141	1953	143	259	—	—	1953	1,936	51,831
	1963	74	—	8	1,913	43,594	11,206	1961	369	666	750	1,026	1962	20,766	
Swansea	1954	1	—	—	30	784	—	1953	243	—	—	—	1953	298	—
	1963	1	—	—	33	823	—	1961	378	—	—	—	1962	416	
Toronto	1954	86	2	19	2,888	64,934	18,225	1953	251	435	479	678	1953	24,075	68,771
	1963	70	*24	19	3,748	71,251	25,215	1961	487	729	702	991	1962	52,059	
Weston	1954	3	—	1	97	1,358	1,305	1953	189	240	391	391	1953	713	537
	1963	2	1	1	119	1,311	1,612	1961	376	474	621	697	1962	1,401	
York	1954	19	—	4	532	12,779	3,375	1953	208	351	381	381	1953	3,666	10,399
	1963	23	—	4	741	14,221	4,988	1961	363	592	590	774	1962	8,425	
Metro	1954	236	6	35	6,094	146,392	34,465	1953					1953	42,818	223,095
	1963	322	*50	55	11,261	221,366	68,114	1961					1962	137,193	

\*Includes 19 composite intermediate-elementary schools.

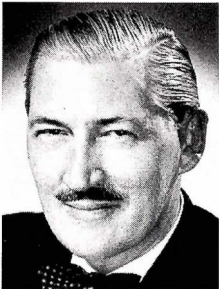


## Public Schools

Northview Heights Collegiate Institute,  
North York, 1957.



EDUCATION:  
SEPARATE SCHOOLS



Edward J. Brisbois  
Chairman



John Middleweek  
Business Administrator



Separate Schools

The pressure for expansion of the Separate School system has been even greater than in the public school system. Where total enrollment in the public elementary schools rose by 50% from 1954 to 1962, enrollment in the Separate Schools more than doubled, from 23,000 to 49,000. This has resulted from the changing character of the metropolitan area's population, with the heavy emphasis on immigration from abroad. As a result, the Separate Schools, which derive their revenue from taxes levied on Separate school supporters, and Provincial grants, have been particularly hard-pressed to meet the needs of expansion both in the growing suburban areas and the built-up central areas as well.

Separate Schools in Metropolitan Toronto are administered by three Boards: the Metropolitan Separate School Board (81 schools) comprising 16 trustees elected from wards covering the major part of the metropolitan area; the Mimico Union Separate School Board (1 school) covering the Town of Mimico; and the Etobicoke Union Separate School Board (3 schools) covering the southeastern section of the Township of Etobicoke. Since 1953, 36 new schools have been built, and a total of 900 new classrooms provided.

	1954	1962	Increase
No. of Schools	49	85	76%
No. of teachers	602	1,375	128%
Enrollment	23,010	49,122	113%

## MUNICIPAL HOUSING

One of the most serious problems confronting the Metropolitan Corporation at its inception was the severe shortage of housing for low-income families and elderly persons. In the entire metropolitan area there were only 650 low-rent housing units for family occupancy in 1953, at Regent Park North in the City of Toronto, and only one project for elderly persons, sponsored by York Township at Beech-Hall, which had been built the previous year.

The Metropolitan Corporation has achieved considerable success in providing elderly persons housing during the past decade. The Metropolitan Housing Company, established to construct limited dividend housing for elderly persons at monthly rentals ranging between \$36 and \$60, has constructed a total of nearly 1,500 units in five different municipalities, with another 400 units presently under construction. By the end of the year there will be some 2,000 apartments for elderly persons, compared to the 128 units which existed prior to the formation of Metro. These projects have been built with the cooperation of three levels of government—the Federal government providing 50-year mortgage loans, the Province providing a capital grant of up to \$500 per unit, and Metro providing the initial equity, land, and an annual tax subsidy. These projects range in size from Riverdale Acres, a 25-unit building in the heart of central Toronto, to the 405-unit high-rise May Robinson House in the west end.

The production of low-rental houses for family occupancy has not been nearly as successful. While the stock of such houses increased five-fold between 1953 and 1963, from 650 to nearly 3,500 units, more than 90% are concentrated at Lawrence Heights and Regent Park South and North (the latter a City of Toronto project)—all

of which were substantially complete 4 or 5 years ago. Since then, despite the cooperation of the two senior governments, which provide 92½% of the cost, and the Metropolitan Corporation, which provides 7½%, only 150 units have been completed, and 350 units are presently under construction.

As early as 1958 the Metropolitan Council recognized that the economic and social well-being of the area required the production of large quantities of subsidized family housing, estimated at the time to be on the order of 1,000 units annually. The lack of success has now led to the conclusion that the machinery for the production of such housing should be revamped; the Metropolitan Toronto Housing Authority, which has hitherto functioned as a Provincial body responsible only for the management of public housing projects, is to be made more directly responsible to the Metropolitan Council and, it is expected, will be given greater powers in the initiation and construction of public housing.

A significant advance has occurred in the past year with the initiation of the Provincial Rent Certificate plan, under which existing dwellings are leased from private owners and rented, with a subsidy from the Province of Ontario, to eligible families on the Authority's waiting list. This permits tenants to be housed in scattered locations within existing residential communities throughout the metropolitan area, and constitutes a pioneering social and economic experiment combining the resources of private and public enterprise in the housing of low-income families.

In the field of moderate-rental family housing, the record is more satisfactory. The City of Toronto has provided some 360 limited dividend



housing units at various locations, with a further 900 apartments under construction at Moss Park. Beyond this, private builders have supplied a total of nearly 6,000 limited dividend apartments, most of them in the rapidly growing suburban municipalities of Scarborough, North York, and Etobicoke. While rentals in these buildings are controlled and are relatively modest, averaging about \$85 per month, they are not directly geared to family income, as is the case in public housing, where the average rentals are less than \$70 per month.

The limited dividend projects do not satisfy the "hard core" housing need of the metropolitan area, which consists of larger families, with incomes falling generally between \$2,500 and \$4,000, who require from 3 to 5 bedrooms. Recent studies have indicated that limited dividend apartments have contributed substantially to meeting the overall housing needs of the metropolitan area but have not had much impact on the sector of greatest need.

The Metropolitan Corporation has now set a target of 6,300 low-rent family units in its 10-year capital works program. This is considered

to be the minimum requirement, taking into consideration the large waiting lists for such housing and the increasing need for redevelopment of the more deteriorated housing areas. Without an extensive public housing program it will not be possible to undertake the necessary urban renewal activities on which the economic and social welfare of the metropolitan area depend.

## Metropolitan Toronto Housing Authority



H. Wm. Tate  
Chairman



Dr. Albert Rose  
Vice-Chairman

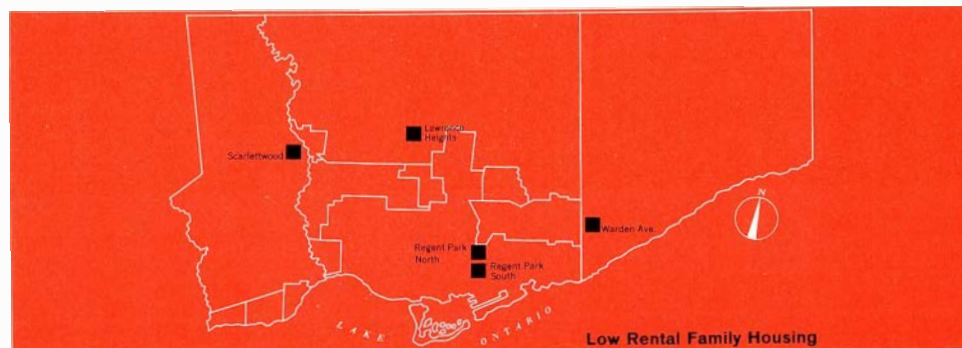


P. E. H. Brady  
Executive Director

### Members

H. Wm. Tate  
Dr. Albert Rose  
Redvers S. Chaffe  
W. Harold Clark  
Mrs. J. W. Falkner  
William Lang  
G. A. Lascelles  
C. P. McTague, Q.C.

Regent Park South (left)  
and Regent Park North (right);  
divided by Dundas Street East.



## Low Rental Housing

Projects constructed by the Federal-Provincial Partnership since 1953 and administered by the Metropolitan Toronto Housing Authority, Regent Park North built and administered by the City of Toronto Housing Authority.



Completed	Number of Units
City of Toronto	
Regent Park North	1,397
Regent Park South	732
Etobicoke	
Scarlettwood	150
North York	
Lawrence Heights	1,081
Under Construction	
Scarborough	
Warden Avenue	347
<b>Total</b>	<b>3,707</b>

## Housing Authority of Toronto



William C. Dies  
Chairman



Mrs. S. J. Allin  
Vice-Chairman



F. E. Dearlove  
Executive Director

## Moderate Rental Family Housing

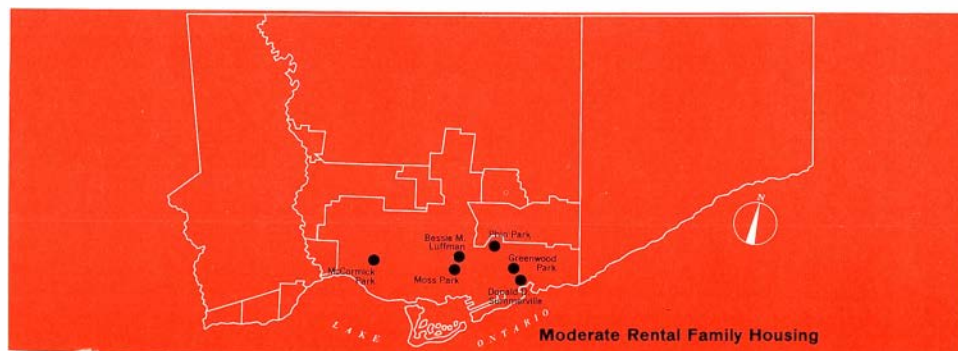
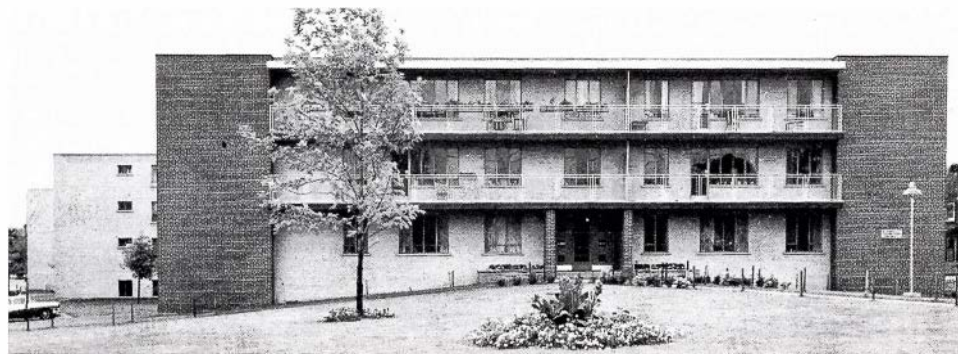
Projects built since 1953 by the City of  
Toronto Limited Dividend Housing  
Corporation

Completed	Number of Units
McCormick Park	106
Bessie M. Luffman	25
Phin Park	34
Greenwood Park	81
Donald D. Summerville	120
<b>Under Construction</b>	
Moss Park	903
<b>Total</b>	<b>1,269</b>

## Members

William C. Dies  
Mrs. S. J. Allin  
Joseph M. Dwan  
Controller Wm. Dennison  
Alderman B. Michael Grayson, Q.C.

Greenwood Park—moderate rental family housing,  
sponsored by the City of Toronto.



## Metropolitan Toronto Housing Company Limited



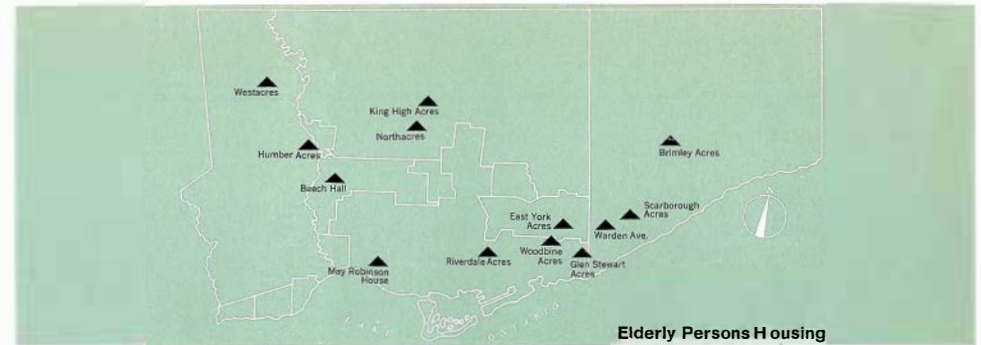
Fred W. Hall  
President



Mrs. May Robinson  
Vice-President

### Directors

Fred W. Hall  
Mrs. May Robinson  
William Beech  
Mrs. Dorothy Hague  
Dane Parker  
Robert J. Smith  
C. J. Woolsey



Elderly Persons Housing

## Elderly Persons Housing

Projects built by the Metropolitan Toronto Housing Company since 1953 (except Beech-Hall, built by York Township Housing Company in 1952)

Completed	Number of Units
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### City of Toronto

May Robinson House	405
Woodbine Acres	42
Riverdale Acres	25
Glen Stewart Acres	154

### York Township

Beech Hall	128
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### East York

East York Acres	201
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### Etobicoke

Westacres	224
Humber Acres	47

### North York

Northacres	128
King High Acres	31

### Scarborough

Scarborough Acres	16
Brimley Acres	201

### Under Construction

Scarborough Warden Avenue	392
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<b>Total</b>	<b>1,994</b>
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Above: East York Acres.

Left: May Robinson House.

# WELFARE

With the establishment of Metropolitan Toronto in 1953, the Corporation assumed responsibility for health and welfare services covering the hospitalization of indigent patients, post-sanatorium care for consumptives, the provision of homes for the aged, and the support of children's aid societies. The other major welfare services remain a local responsibility; these include principally welfare assistance payments, nursing homes, men's hostels, day-care nurseries, burial of indigents, and homemaker services. All of the welfare services, both metropolitan and local, receive substantial financial grants from the Province of Ontario.

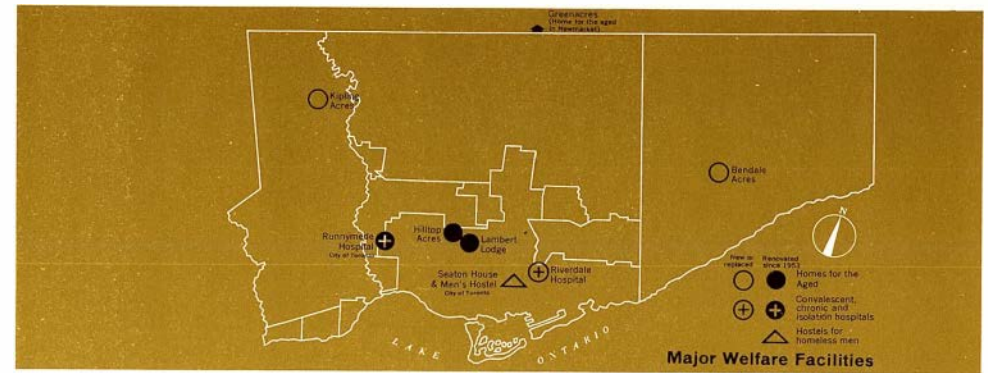
In the field of care for elderly persons, the Metropolitan Corporation provides more than 2,100 beds in the various metropolitan homes for the aged scattered throughout the area; these include the unique Greenacres project, located on a 22-acre site in Newmarket, 18 miles north of the metropolitan boundary, which is exclusively for the care of senile patients. Prior to the establishment of Metro, only 250 beds were provided in public homes for the aged, at Lambert Lodge in the City of Toronto, which was taken over by Metro and enlarged. Together with the Province, Metro also shares the cost of providing foster home care for the aged in private homes.

Riverdale Hospital, providing for the care of chronically ill and convalescent patients, was also originally a City institution. It has been enlarged from 105 to 813 beds with recent completion of a striking new semi-circular building which dominates the sky-line of the lower Don Valley in the heart of the city. Completion of this metropolitan facility will provide sizeable relief to the existing hospitals in the area with respect to chronically ill and convalescent patients. The 130-bed Runnymede Hospital provides a similar

function under the auspices of the City of Toronto.

Metro discharges its liability for the maintenance of dependent and neglected children by its contributions to the Children's Aid Society of Metropolitan Toronto and the Catholic Children's Aid Society. The number of children assisted by these organizations has risen from about 30,000 in 1957, to about 36,000 last year, while the number of adoptions and unmarried mothers in the care of these two Societies increased by about 50% in the same period. To meet the growing needs of the suburban areas, the Children's Aid Society of Metropolitan Toronto has established branches in Scarborough and North York.

Local welfare services under the jurisdiction of the area municipalities include the mandatory services required and largely financed by the Province, principally the distribution of general welfare assistance payments. Optional welfare services in the metropolitan area are provided mainly by the City of Toronto, which contains an overwhelming proportion of the total metropolitan welfare load. Recognizing the severe financial burden which this places on the City, legislation was adopted this year to provide for the Metropolitan Corporation to pay the local share of welfare assistance payments throughout the area, amounting to 20% of the cost of such payments; the remaining 80% remains a Provincial responsibility.

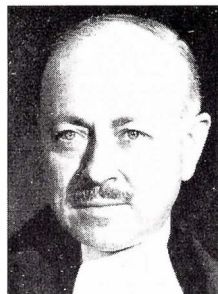


Riverdale Hospital.

# METROPOLITAN POLICE



Magistrate  
Charles O. Bick  
Chairman



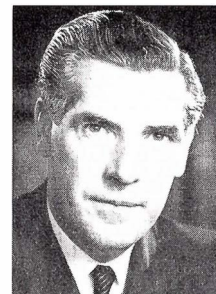
Judge  
Ian M. Macdonnell  
Vice-Chairman



Magistrate  
T. S. Elmore, Q.C.



Metropolitan Chairman  
William R. Allen, Q.C.

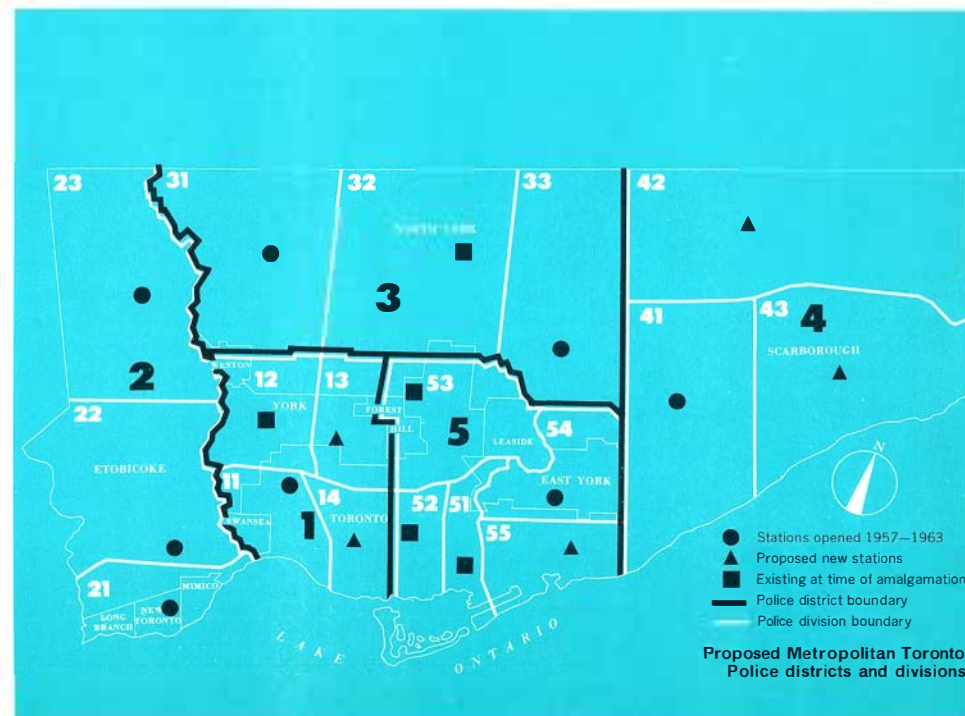


Mayor  
Donald D. Summerville

Up to January 1, 1957, each municipality in the metropolitan area operated its own police department. This was changed with the adoption of legislation creating a unified police department covering the entire 240 square miles of Metropolitan Toronto. Prior to that date, local forces varied from 10 to 1,600 men; divisions varied in size from 2 square miles to 70 square miles; and the population served in each district varied between 9,000 and 175,000. There was no central communication system. The ratio of policemen to population ranged from 1 officer for every 450 residents in Toronto to 1 officer for every 1,200 residents in Scarborough.

The police force is responsible to the Metropolitan Board of Commissioners of Police, which was established in 1956. It operates under a Chief of Police and four deputy chiefs. The Board is appointed by the Province of Ontario, and consists of two magistrates, a County Judge, the Metropolitan Chairman, and a member of the Metropolitan Council, who has been the Mayor of the City of Toronto since the inception of the Board.

In the initial stages of its operation, the Board consolidated the existing police forces into six districts, based on existing municipal boundaries. It also adopted a plan for reorganizing the system into five completely new districts to serve the west-central, east-central, western, eastern, and northern sections of the metropolitan area, without regard to municipal boundaries. Police District No. 2, covering the area west of the Humber River, was established in 1961, and complete reorganization of the system is expected to be completed by 1966. The master plan adopted by the Board has resulted in the elimination of artificial service boundaries, integration of overlapping and separate communications systems, and standardization of regulations and procedures.



Since the organization of the Metropolitan Police Department, the force has grown from a combined total of 2,000 men in 1957 to 2,350 in 1962. The clearance rate on Criminal Code offences has more than doubled, and the crime rate has remained at the same level despite the rapid population growth. Above all, the quality of police service has improved; specialized units, formerly restricted to the City of Toronto, are now available for all parts of the area; traffic control problems, previously aggravated by local boundaries, have been greatly simplified; and greater efficiency and effectiveness in recruitment and training have been established.

The Police Department is organized in four main branches:

#### **Uniform Branch**

The Uniform Branch provides line police duties for Divisions and Districts, and includes the specialist units of Morality, Mounted Police, and Policewomen.



#### **Traffic Branch**

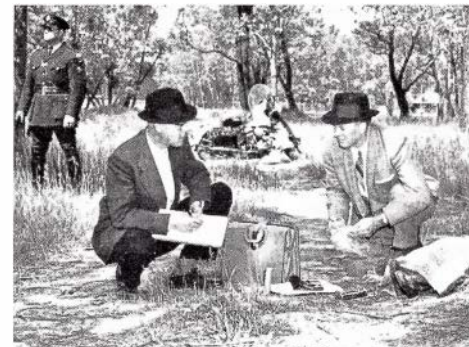
The Traffic Branch has the specific duty of enforcing all traffic by-laws and also has control of the Safety Bureau, the Accident Bureau and the Police Garage.

#### **Criminal Investigation Branch**

The Criminal Investigation Branch investigates all criminal offenses, and controls special squads and district detective operations. This Branch maintains an Identification Bureau and a special unit for collecting information on possible subversive activities.

#### **Administration Branch**

The Administration Branch supplies all staff functions, including technical and auxiliary communication services, courts, licenses and summonses, training, weapon registration, and normal office functions, such as records, purchasing, accounting, storekeeping, and correspondence.



## ADMINISTRATION OF JUSTICE



V. Lorne Stewart  
Senior Judge

When the 13 municipalities in Metropolitan Toronto were detached from the County of York, the responsibility for maintaining the County Court House and County Jail was left with the new metropolitan federation. In addition to the provision of basic facilities for administering justice for the 900-square mile area covered by Metropolitan Toronto and York County, Metro also maintains the Juvenile and Family Court and the Magistrates Courts for the Metropolitan area, as well as the two registry offices and the office of the Chief Coroner.

The County Courts, which are now housed in inadequate quarters in the old City Hall, are to be relocated in a new structure to be erected on the western edge of Nathan Phillips Square, where it will complement Osgoode Hall and the new City Hall.

Prior to 1957 several of the large growing suburban municipalities lacked Magistrates Courts, which are now provided on a metropolitan-wide basis, with area courts established in the City of Toronto, Etobicoke, York Township, New Toronto, Scarborough and North York. New Magistrates Courts have been built in Scarborough and North York; and a new building is

Top—Model of new Metropolitan Court House, University Avenue. (Marani, Morris and Allan, Architects.)

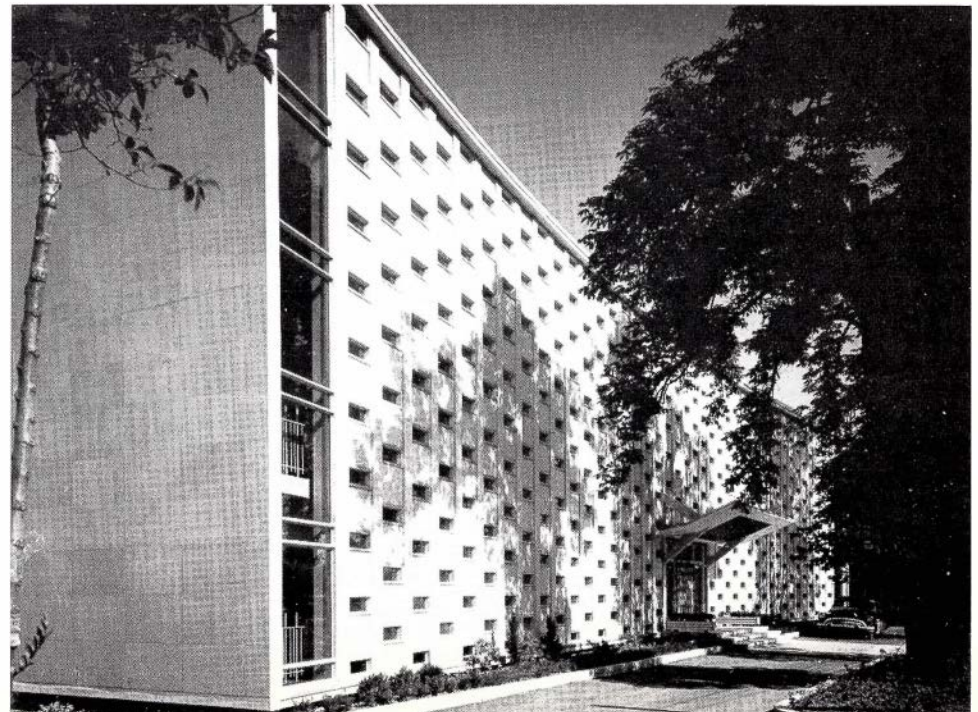
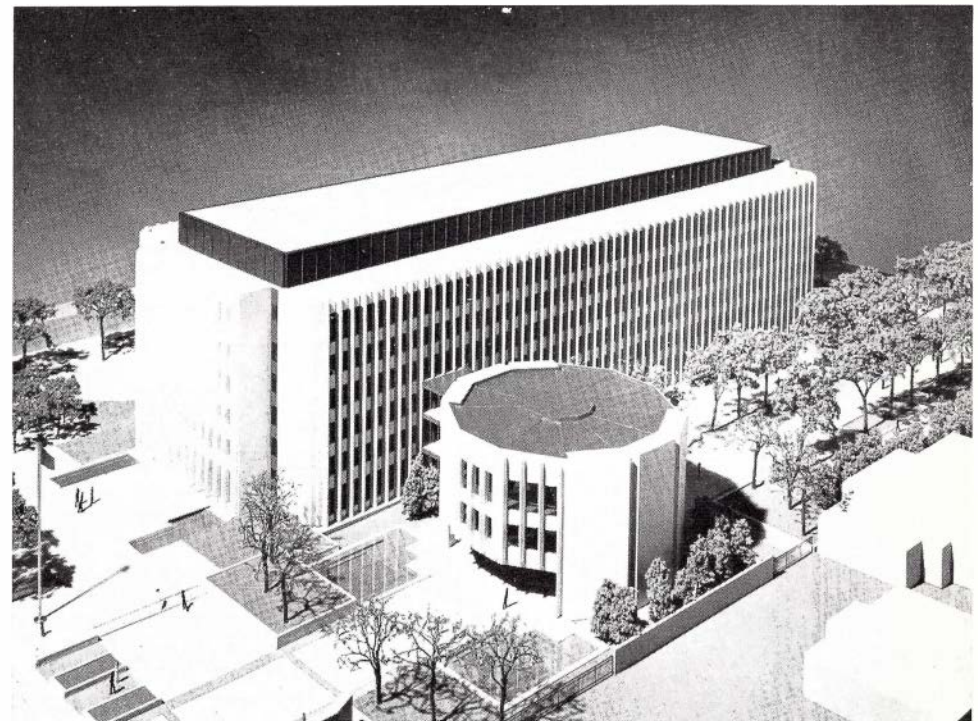
Bottom—Juvenile and Family Court, completed in 1957.

to be constructed in Etobicoke in a few years.

The Juvenile and Family Court is in a new building on Jarvis Street constructed by the Metropolitan Corporation in 1957, at a cost of \$1.8 million. A striking architectural composition, the building was specifically designed to house, under one roof, five court rooms, general offices, a behaviour clinic, private offices for the probation staff and family counsellors, and a children's observation and holding wing.

Few Juvenile and Family Courts in the world have such integrated facilities and organization. The Children's Court applies sympathetic understanding to the distressing social challenge with which it is faced, utilizing clinical concepts and the skills and wisdom of the diverse professions involved. Clinical assessments from the Court are based in part upon observed patterns of behaviour while children are living in the Observation Home under diagnostic study.

The provision of modern facilities for the administration of the most advanced concepts of justice and child welfare over the entire area represents one of the most important functions undertaken by the Metropolitan Corporation.



# METROPOLITAN LICENSING COMMISSION



Magistrate  
Frederick W. Hall  
Chairman



Magistrate  
C. A. Thorburn, Q.C.  
Vice-Chairman



Metropolitan Chairman  
William R. Allen, Q.C.

Prior to the establishment of the Metropolitan Licensing Commission there were no overall standards or requirements for a whole range of activities separately licensed in each of the individual area municipalities. Licensing regulations varied from municipality to municipality, and not all of the local authorities had licensing boards. Fees varied widely across the metropolitan area.

The Metropolitan Licensing Commission was established on January 1, 1957; it is composed of the Chairman of the Metropolitan Council, and two magistrates designated by the Province, but new legislation this year will give the power of appointment to the Metropolitan Council.

The Metropolitan Licensing Commission controls the licensing of 80 distinct activities within the metropolitan area. These include such diverse fields as auctioneers, barbers, plumbers, electricians, cartage and salvage operations. Of particular importance is the licensing of taxicabs; before 1957 taxi licenses were granted locally, which prevented drivers from operating outside the boundaries of their particular municipality. In addition, many vehicles were in poor mechanical condition, and there was inadequate control

over the disposition of the scarce licenses. The situation is now under control, with strict supervision of license transfers. Applicants are required to pass an examination testing their knowledge of the metropolitan area and to show their familiarity with the regulations of the Commission.

The Licensing Commission has established seven districts, with offices located in the City of Toronto (2), Scarborough, North York, York Township, Etobicoke, and New Toronto. Licenses affecting metropolitan-wide activities (such as taxicabs and tradesmen) are issued from the head office; those which involve activities tied to a specific location, like restaurants, are issued from the area offices. This has simplified the licensing procedure and made possible more effective and efficient regulation. Further progress has been made possible by setting up Boards of Examiners for Plumbers, Heating Installers, and Electricians.

The increasing activity of the Commission is reflected in the increase in the number of licenses issued, which went from 27,205 in 1957 to 34,076 in 1962, an increase of 25%.



## EMERGENCY MEASURES ORGANIZATION

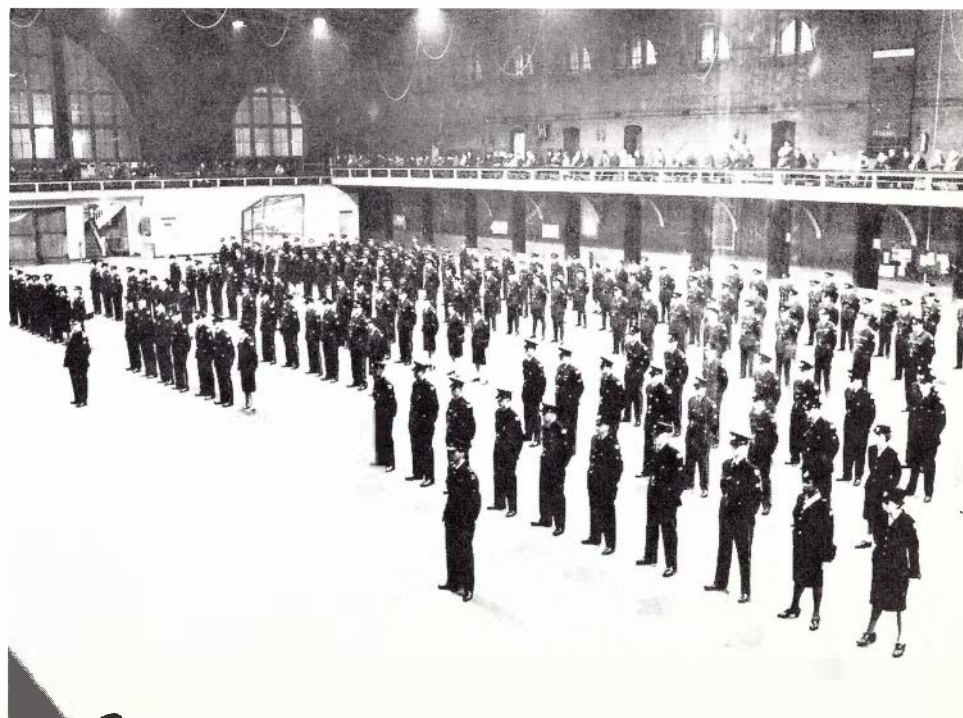
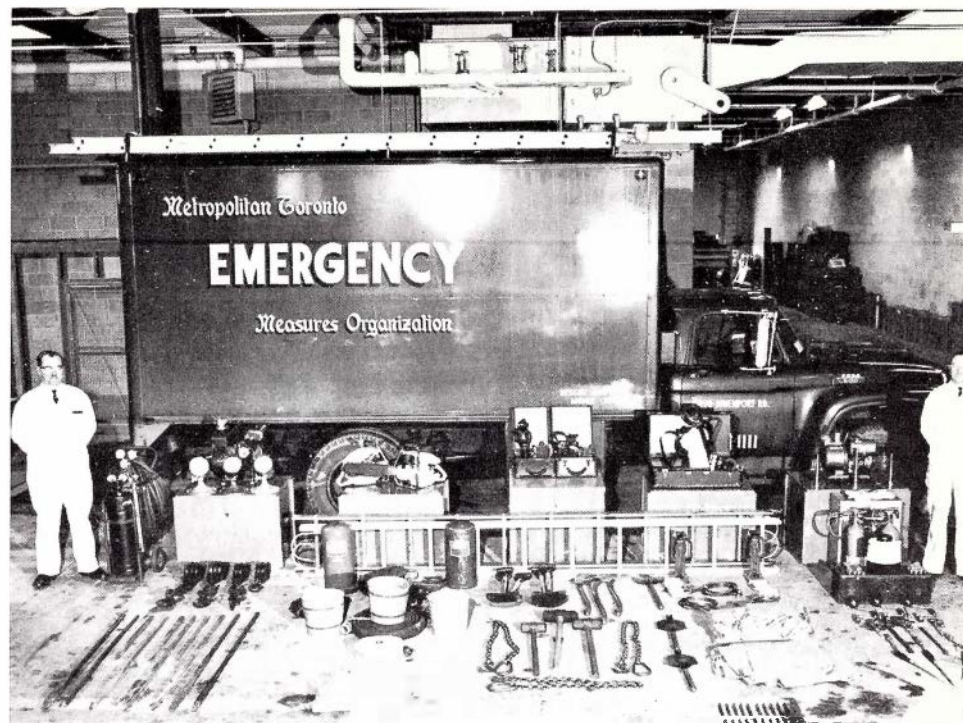
Metropolitan Toronto has the largest Emergency Measures Organization in Canada. Its statutory powers include the duty to plan for defence against military and natural disasters, to coordinate the services of civil protection forces, and to educate and train the specialists involved as well as the public. In carrying out this role it must correlate the activities of the police, fire, health, welfare, and public works services on a metropolitan basis.

A recently developed function, the Emergency Measures Organization is under a special Committee of Council which, like the standing Committees of Council, is made up of three members from the City of Toronto, three suburban members, and the Metropolitan Chairman. The Emergency Measures Planning Committee consists of senior representatives from all departments and agencies who would play a role under emergency conditions; this Committee has produced a major Operational Plan for the area. This involves policies to ensure continuity of government in the event of large-scale disaster, and provision for survival and restoration efforts.

The headquarters operation is supplemented by four zone offices across the metropolitan area and an alternate headquarters at Newmarket, outside the metropolitan area. In conjunction with the Army, plans have been drawn up for procedures covering industrial activity, education, voluntary dispersal along pre-determined evacuation routes with police assistance, and a warden service on a metropolitan basis. Surveys have been made of public buildings, underground garages, and subway facilities to check the degree of protection against radio-active fallout as part of an emergency shelter program.

Training for defence against disaster involves the development of coordinated rescue services, and education in radiological monitoring and decontamination. This is carried out in conjunction with the Army. There is an active program of public education throughout the area. There also is close cooperation with the Metropolitan Public Utilities Coordinating Committee, comprising representatives of the local utilities, public works agencies, and local municipalities, which compiles current data on the location of all buried and surface utilities. Liaison with local municipalities is also apparent in the training of local officials.

The loss of life and property during Hurricane Hazel, in the early years of Metropolitan Toronto's existence, demonstrated the need for an effective overall organization to combat unexpected disaster; it is now apparent that under similar circumstances, the measures taken in the past ten years will mitigate the effects of catastrophe and enable the metropolitan community to act effectively.



Top—A mobile rescue unit.  
Bottom—Part of the 700 man Metropolitan Auxiliary Police Force.

# LOCAL FUNCTIONS

The basic health services include sanitary inspection, nursing services, school dental services, immunization programs, medical care of infants and mothers, and housing inspection; the extent of the services provided by each municipality varies widely, depending on the character of the area and the resources available to it. Another important health service is provided by several municipalities through contributions to general hospitals.

Other important local services include the administration of zoning and building by-laws, designed to secure a more satisfactory physical environment for the residents of the individual municipalities. Public parking has become an increasingly important local function. Nine of the 13 municipalities now supply public parking, providing a total of more than 9,000 spaces in over 60 different off-street parking areas. The largest of these operations, the City of Toronto Parking Authority, maintains a total of 8,500 spaces, of which 2,500 are in indoor parking garages.

Local municipalities contribute in varying degree to the cultural welfare of their residents. The most important local responsibility in this respect rests in the provision of library services. As with many of the other facilities which have metropolitan counterparts, library service is now also recognized as presenting regional as well as local requirements. Following the establishment of a Special Library Committee representing all of the area library systems and the Metropolitan Council, proposals are being considered for the provision of metropolitan assistance to the establishment of regional libraries under local jurisdiction, and conversion of the City of Toronto Reference Library into a metropolitan-wide facility.

The basic premise underlying the metropolitan federation was to remove from the area municipalities the responsibility for dealing with these regional needs which could not be satisfied properly on a local basis. This made it possible for the municipalities to provide better local services to their residents. The result has been the provision of superior facilities of all kinds and an improvement in the standards of all public services, both local and metropolitan, to cope with the needs of the growing population of the metropolitan area.

The Metropolitan Corporation and its various operating departments, Boards and Commissions, were established to provide for the basic regional needs which transcend the boundaries of the individual municipalities. The area municipalities, however, have retained the responsibility for those services and facilities which are local in nature; the extent and quality of these services are left to the discretion of the local Councils.

For almost every metropolitan service, such as roads, water supply and sewage disposal, parks, traffic control, etc., there is a local counterpart—with Metro concentrating on the area-wide needs and the individual municipalities on their own requirements. Certain basic services which are primarily local in scope are reserved entirely to the municipalities. The form of departmental organization, size of staff, and amount of expenditure per capita varies widely from one municipality to another, reflecting the basic autonomy of local government operations within the metropolitan framework.

The important functions which are local in operation include the basic housekeeping services, such as street cleaning and snow removal, sidewalk repair and garbage collection. While police protection has been placed on a metropolitan basis, the protection of property from fire has remained a local responsibility; after examination of the problem in 1957, the Metropolitan Council decided to leave this in the hands of the local fire departments, which have increased in strength by some 80% over the past ten years and now have a combined staff of over 2000.

Public health remains the responsibility of the local Boards of Health, or, in the case of Leaside and East York, an inter-municipal health unit.

## Distribution of responsibility:

M—Municipality of Metropolitan Toronto

A—Area Municipalities

### Finance and taxation

Assessment of property	M	
Courts of revision	M	A
Taxation of property		A
Debtenture borrowing	M	
Local improvement charges		A

### Planning

Official plans	M	A
Subdivision approval	M	A
Zoning		A

### Recreation and community services

Regional parks	M	
Local parks		A
Recreation programs		A
Community centres and arenas		A
Municipal golf courses	M	
Municipal zoo	M	
Public libraries		A
Grants to cultural organizations	M	A

### Road construction and maintenance

Expressways	M	
Arterial roads	M	
Local roads		A
Bridges and grade separations	M	A
Snow removal	M	A
Street cleaning	M	A
Sidewalks		A

### Traffic control

Traffic regulations	M	A
Cross-walks	M	A
Traffic lights	M	
Street lighting		A
Pavement markings	M	A

### Public transit

Toronto Transit Commission	M	
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### Water supply

Purification, pumping and trunk distribution system	M	
Local distribution		A
Collection of water bills		A

### Sewage disposal

Sanitary trunk system and disposal plants	M	
Connecting systems		A
Storm drainage	M	A

### Garbage collection and disposal

Collection		A
Disposal sites	M	A

### Air pollution

Air pollution control		M
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### Public education

Operation of public school system		A
School sites, attendance areas and building programs	M	A
Operating costs	M	A
Capital costs	M	A

### Housing

Elderly persons housing	M	
Low rental family housing	M	A
Moderate rental family housing		A

### Welfare

Welfare assistance	M	A
Hospitalization of indigents	M	
Assistance to Childrens Aid Societies	M	
Homes for the aged	M	
Other services		A

### Health

Public health services		A
Chronic and convalescent hospital	M	
Hospital grants		A

### Police and fire protection

Police	M	
Fire		A

### Administration of justice

Magistrates' courts	M	
Court house and jail	M	
Juvenile and family court	M	
Coroner's office	M	
Registry and land titles offices	M	

### Licensing and inspection

Business licensing	M	
Dog licensing and pound		A
Marriage licenses		A
Building by-laws		A

### Civil defence

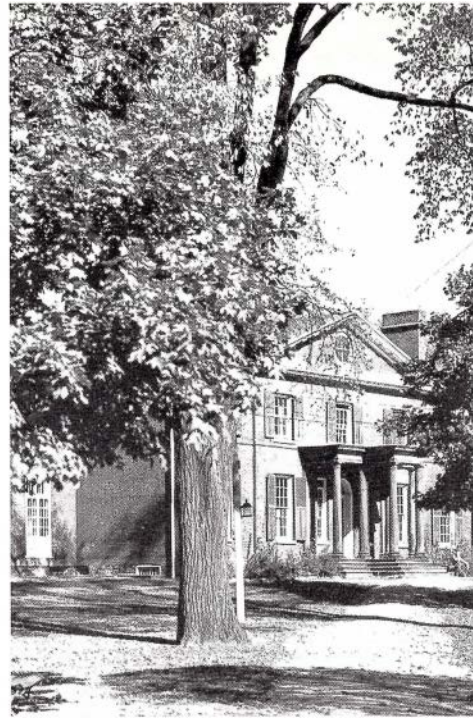
Emergency Measures Organization	M	
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### Other municipal services

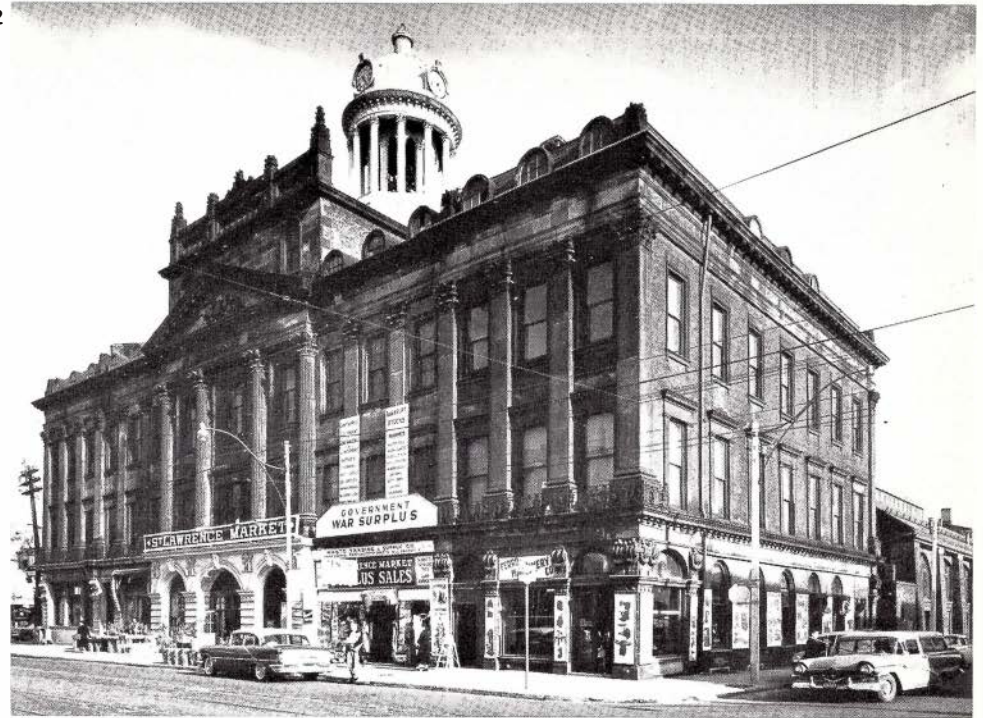
Collection of fines	M	A
Collection of vital statistics		A
Distribution of hydro electric power		A
Harbour		A
Island airport		A
Municipal parking lots		A
Preparation of voters' lists and administration of civic elections		A
Redevelopment		A

# TORONTO OLD AND NEW

1



2



3



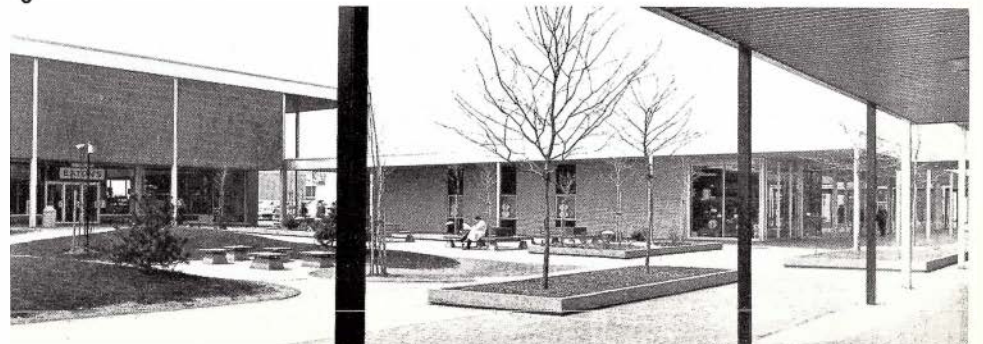
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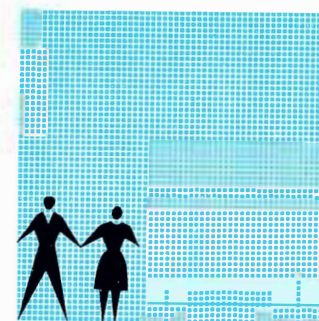


1. The Grange, Dundas Street
2. St. Lawrence Market, King Street
3. Ancroft Place, Rosedale
4. Row housing, North York
5. Factory, North York
6. Don Mills shopping centre
7. Apartments and office building, Avenue Road—St. Clair

7



## Population and Areas



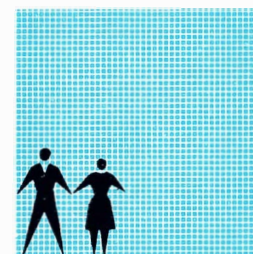
Scarborough 230,338

70.0 Sq.mi.



North York 286,446

68.1 Sq.mi.



Etobicoke 165,001

44.8 Sq. mi.



Toronto 644,358

35.1 Sq. mi.



York 126,511

8.0 Sq. mi.



East York  
71,300

5.9 Sq.mi.



Leaside  
18,853

2.4 Sq. mi.



Forest Hill  
21,513

1.5 Sq. mi.



New Toronto  
12,924

1.2 Sq. mi.



Swansea  
9,249

1.1 Sq. mi.



Weston  
9,832

1.0 Sq. mi.



Mimico  
17,989

1.0 Sq. mi.



Long Branch  
11,091

0.9 Sq. mi.

